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ABSTRACT

This proceedings report contains 6 of the 12 papers presented at a conference on the social role of the community college. First, information on the event, a conference program, an ERIC bibliography, and opening remarks by Richard M. Romano, conference coordinator, are presented. Next, the following papers are reproduced: (1) "Community Colleges, Community and Regional Development, and the Concept of Communiversity," by S. V. Martorana; (2) "Determining the Economic Returns on Investment in Selected Occupational Educational Programs," by Edward Mills; (3) "An Economic Perspective on Financing the Community College," by Gary A. Moore; (4) "Mission and Images for SUNY [State University of New York] Community Colleges: A View from Within," by Barbara K. Townsend and responding comments by Gene Grabiner; (5) "The Humanities and the New Student: Some Possibilities for Social Transformation," by L. Steven Zwerling; and (6) SUNY's "Report of the Chancellor's Task Force on Community Colleges," which examines and offers recommendations concerning goverance, ties and relationships between community colleges and SUNY state-operated colleges, academic and general programmatic issues, and funding. (LAL)

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THE SOCIAL ROLE OF THE COMMUNITY COLLEGE
CONFERENCE PAPERS

Compiled by Richard M. Romano

Reprint Series
No. 1-87

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A Selection of Papers Presented at a Conference on "The Social Role of the Community College" held in Binghamton, New York on October 10-11, 1986

Compiled by Richard M. Romano

Institute for Community College Research Winter, 1987

Reprint Series
No. 1-87

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- State University of New York, Report of the Chancellor's Task Force on Community Colleges

PREFACE

On October 10 & 11, 1986, a conference on "The Social Role of the Community College" was held in Binghamton, New York. The conference was hosted by Broome Community College and the University Center at Binghamton, both units of the State University of New York. Support for the conference came from the Conversations in the Disciplines program of the State University of New York. Additional funds were provided by the Broome Community College Foundation, the Broome Community College Faculty-Student Association, the SUNY Faculty Council of Community Colleges, Broome Community College, and the University Center at Binghamton.

The conference attracted three researchers of national prominence, S. V. Mortorana, George Vaughan, and Steven Zwerling, as well as ninety-one other participants. A program for the conference is included in this package. Those giving papers at the conference we asked to submit them so that they could be included in this collection. Only six of the twelve papers given at the conference were submitted. All are included in this collection. The papers that were not submitted, in some cases, represented work that was in progress and will appear elsewhere in the literature. This was the case, for instance, with the paper given by Donna Fish of Cornell University on "Culture and Form: Social

Change and the Community College." This is a major ethnographic study of the 2-year college that will be completed soon.

The conference was a stimulating experience for those of us who attended and the papers collected here will add importantly to the growing literature on this topic.

PROGRAM

"SUNY Conversations in the Disciplines"

"The Social Role of the Community College"

A conference hosted by the Institute for Community College Research at Broome Communty College and the Center for Education and Social Research at SUNY Binghamton.

Thursday, October 9, 1986

8:00-9:00 p.m. Early Registration - Holiday Inn-Arena

Friday, October 10, 1986

9:00-9:15 a.m. Opening Remarks

Richard Romano, Director, Institute for Community College Research, Broome Community College

Tom Kowlik, Center for Education and Social Research, University Center at Binghamton

9:15-10:45 a.m. Session #1

Papers:

Barbara K. Townsend, Professor of Higher Education, Loyola University of Chicago
"Mission and Images for SUNY Community Colleges: A View from Within"

Jerry Ryan, Vice President for Institutional Advancement, Monroe Community College
"Attitudes of the Public Toward the Community College"

Discussants:

Stuart Stiles, Professor of Psychology, Orange County Community College
Wayne O'Sullivan, Professor, Erie Community College President, Faculty Council of Community Colleges

Moderator:

Richard Halpin, Chair, Social Science Department, Jefferson Community College

10:45-11:00 a.m. BEVERAGE BREAK

The Conference is supported with funds from the Conversations in the Disciplines program of the State University of New York. Additional funds were provided by the Broome Community College Foundation, The Broome Community College Faculty-Student Association, the Mr. & Mrs. Mario Romano Fund, the SUNY Faculty Council of Community Colleges, Broome Community College and the Center for Education and Social Research.

11:00-12:30 p.m. Session #2

Papers:

Donna M. Fish, SUNY College of Human Ecology, Cornell University
"Culture and Form: Social Change and the Community College"

Edward Mills, Monroe Community College
"Economic Returns on Investment in Occupational Programs"

Discussants:

Thomas Harlach, Chair, Social Science Department, Orange County Community College

Stanley H. Masters, Chair, Economics Department, SUNY Binghamton

Moderator:

Roger McVannan, Professor of Sociology, Broome Community College

12:30-2:00 p.m. LUNCH

Welcome:

President, Donald Beattie (BCC)
Vice President, John Granito (SUNY Binghamton)

Speaker:

L. Steven Zwerling, Associate Dean, School of Continuing Education, N.Y.U.

2:00-3:30 p.m. Session #3

Papers:

George Higginbottom, Dean, Liberal & General Studies, Broome Community College
"The Community College: Handmaiden of Capitalism?"

Richard Rehberg, Professor, Political Science, University Center at Binghamton
"A Critique of the Critics"

Discussants:

Sandra Pollack, Professor, Humanities/Women's Studies, Tompkins Cortland Community College
Gene Grabiner, Professor, Sociology, Erie Community College

Moderator:

Ben Kasper, Professor of Business, Broome Community College

3:30-3:45 p.m. BEVERAGE BREAK

3:45-5:30 p.m. Session #4
Panel Discussion
SUNY Chancellor's Task Force on the Community College

Donald Beattie, President, Broome Community College
Donald Donato, President, Niagara Community College
Sean Fanelli, President, Nassau Community College
Joseph Hankin, President, Westchester Community College
Stuart Steiner, President, Genesee Community College

Moderator:
Charles Burns, Community College Office, SUNY Central Administration

5:30-6:30 p.m. WINE & CHEESE RECEPTION
Sponsored by the Institute for Community College Research and the Center for Education and Social Research

Complimentary Wine & Cheese
Cash Bar

6:30-8:00 p.m. DINNER
Speaker:
George B. Vaughan, President, Piedmont Virginia Community College
"The Changing Mission(s) of the Community College"

Saturday, October 11, 1986

9:00-10:30 a.m. Session #5
Papers:
S.V. Martorana, Professor of Higher Education, Penn State University
"Community Colleges, Community and Regional Development, and the Concept of Communiversity"

Gary Moore, Professor of Economics, SUNY-Geneseo
"An Economic Perspective on Financing the Community College"

Discussants:
Paul Bryant, Chair, Department of Business & Law, Schenectady County Community College
Manas Chatterji, Professor of Management & Economics, SUNY Binghamton

Moderator:
Richard Romano, Professor of Economics, Broome Community College

10:30-10:45 a.m. BEVERAGE BREAK

10:45-12:15 p.m. Session #6
Panel Discussion
"Research Programs for the Future"
Chair, Gene Winter, Professor of Higher Education and Director of Two-Year College Development Center
SUNY-ALBANY

S.V. Martorana, Penn State
L. Steven Zwerling, N.Y.U.
Richard Romano, Broome Community College
Eric Beamish, Director of Institutional Research, Broome Community College

12:15 p.m. CONFERENCE ENDS

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The Community College and Social Equalization

an ERIC Bibliography specially

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"The Social Role of the Community College" Conference
October 10-11, 1986
Binghamton, New York

Cohen, A.M. "The Social Equalization Fantasy." *Community College Review*, 1977, *5* (2), 74-82.

*Cohen, A.M. "Community Education, Social Equalization, and Other Whimseys," Paper presented at the Illinois Community College Presidents' Workshop, St. Charles, IL, May 5-7, 1977. 24pp. ED 139 479

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Ginsburg, M.B. and Giles, J.R. "Sponsored and Contest Modes of Social Reproduction in Selective Community College Programs." *Research in Higher Education*, 1984, *21* (3), 281-99.

Pincus, F.L. "On the Higher Voc-Ed in America." *Social Policy*, 1979, *10* (1), 34-40.

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*Sanborn, D.H. "Why All CCC Students Need General Education: A Position Paper in Support of Resolutions Proposed by the City Colleges Study Group." Prepared for the "Education: Planning for the Quality 80s" Conference, Chicago, IL, November 30-December 1, 1979. 21pp. ED 180 519

*Shea, B. "Inequality of Outcomes: Two-Year Educations," Paper presented at the Annual Meeting of the Society for the Study of Social Problems, Montreal, McGill University, 1974. 19pp. ED 111 460

Templin, R.G., Jr. and Shearon, R.W. "Curriculum Tracking and Social Inequality in the Community College." New Directions for Community Colleges, 1980, 8 (4), 83-91.

Vaughan, G.B. "The Challenge of Criticism." Community and Junior College Journal, 1979, 50 (2), 8-11.

*Vaughan, G.B. (Ed.). Questioning the Community College Role. New Directions for Community Colleges, No. 32. San Francisco: Jossey-Bass, 1980. 117pp. ED 195 318

*Zwerling, L.S. (Ed.). The Community College and Its Critics. New Directions for Community Colleges, No. 54. San Francisco: Jossey-Bass, 1986. 120pp. (ED number not yet assigned)

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OPENING REMARKS

by

Richard M. Romano

Conference Coordinator

The topic of this conference is the social role of the community college. The meaning of this phrase, "the social role," is confusing to some people but it simply means that we have come together to talk about the role of education in society as it relates to the 2-year college--that is, the broad purposes and ultimate social goals of these institutions. Theorists disagree over what this role is.

Probably the more traditional view of education is that it represents the avenue by which people in the society can achieve upward social mobility. From this perspective, education is seen as an equalizer of opportunity which promotes a more open, democratic and egalitarian, or at least meritocratic, society. While proponents of this view are quick to point out that such irrelevant factors as gender, race, and family background continue to restrict the upward mobility of many children, they are able to point to studies which show that the expansion of public education in the 20th century, at all levels, has greatly enhanced the openness of the social system and allowed relevant meritocratic factors to outweigh the old ties of family background.

Within this context, the community college is seen as an institution which has expanded the access to higher education to those groups who were most likely to have been denied access in the past. This includes part-time students, adult women, minorities and economically and educationally disadvantaged groups. While seldom fully articulated, the supporters of the community college argue that the impact of the community college on its students is no different from any other form of schooling. That is, it makes people more productive in the labor market, better able to participate in a democracy, better consumers, and so forth--in other words, healthy, wealthy, and wise. In general, empirical studies tend to confirm the correlation between higher levels of schooling and these post-schooling outcomes. Very little of this research, however, has been done on the community college.

The critics of the community college dispute the claim that the 2-year college has been a significant factor in promoting equal educational opportunity and upward mobility. To most of them the school system, at all levels, is but one of the several institutions which serves to perpetuate the existing structure of privilege. The 2-year college's open door philosophy and comprehensive curriculum are held to be merely symbolic gestures to equal opportunity. What they do, in fact, is to provide a lower track in higher education where students from lower socio-economic backgrounds are channeled into job slots which are commensurate with their social origins. According to this line of reasoning, the increased vocationalization of the community college in recent years tends to increase rather than decrease the inequality in society. Some of these critics have even taken the position that the expansion of the community college system may not have increased college attendance as much as it has altered the type of college that students attended. If the mere presence of a community college diverts some students away from 4-year colleges, and if this in turn lessens their chances of getting a bachelor's degree, then the community college has the effect of decreasing the level of educational opportunity in society.

Now these are clearly fighting words to those of us who work at the community college.

To me it seemed that the issues over which the supporters and the critics of the community college argued had a good deal to do with the mission, outcomes, and financing of these colleges. While it is not possible to cover all of these issues in one short conference, we have put together a program which addresses some of them.

COMMUNITY COLLEGES, COMMUNITY AND REGIONAL DEVELOPMENT, AND THE CONCEPT OF COMMUNIVERSITY

Paper presented at the conference on

The Social Role of the Community College

Sponsored by

Institute for Community College Research
Broome Community College

and

Center for Education and Social Research
SUNY, Binghamton

S. V. Martorana
Professor & Senior Research Associate
Center for the Study of Higher Education
The Pennsylvania State University
133 Willard Building
University Park, PA 16802

This conference seeks to examine again, "the social role of the community college." This call is quite appropriate in a day when it seems that the validity of purpose served by this kind of institution is in question. The institution's mission is being challenged by many persons in many ways. The conference's program includes several papers commissioned to review and summarize several of the more serious published contributions to the current intense debate about the role to be played by community colleges, and George Vaughn's overview of "the changing mission(s) of the community college" provides good material for further discussion of the question.

The fact that community colleges are in such a spotlight of examination may be viewed by some as a negative circumstance; I do not agree. I see it instead as further evidence of the community college's coming of age within the total complex of postsecondary education in America. Because community colleges are serving so many people in so many localities in so many ways over the land, they cannot be ignored. They are educational institutions of important consequence to the society and economy. There is risk, of course, that the close critical review will bring out some weaknesses. If so, leadership in the community colleges will have to deal with them. It is also likely (as is already proving true) that the examination will bring out the strengths these institutions possess as well, and community college leaders can seize upon those outcomes to advance the cause of their institutions more effectively.

Before getting into the specific topics of my presentation, I want to report a finding from my own research about the changing mission of community colleges. As a part of the survey and summary of the actions of the several state legislatures which I do annually, the several state directors of community colleges (beyond reporting on legislative actions) are asked to respond to a related question. The question asked in the last completed survey, that covered 1985 state legislative sessions, was whether or not there was any concrete move to change the mission of the community colleges through changes in the statutes or by other official regulatory administrative action in the state. The response received was overwhelmingly negative. The general conclusion reached was that while there was much attention being given to the question on the part of both official government and unofficial interests throughout the land, there is no basis for claiming that public policy defining the community mission is under change (Martorana & Garland, forthcoming).

At first blush, the questions posed in the theme of the conference, namely, is there a proper and needed social function that community colleges are to serve and if so, what is it, and how is it to be fulfilled, seem to setting up a straw man. One could argue that the questions are answered in the simple fact that community colleges have succeeded in becoming an established part of the American postsecondary educational system. Had there not been a useful social purpose that was being served, they would not have been tried and improved upon. They certainly would not have shown the phenomenal growth rate that is now history and which brought them to a current status of representing a third of the institutions and some forty percent of the students in the postsecondary educational enterprise in America. So, the question could be answered by the simple response that the social function of the community college is much the same as that of any other college that emphasizes instruction as a part of its purpose; instruction helps students to learn and to improve their status in life; and through that process society is advanced and a social purpose is proved.

No. That kind of an answer will not do, albeit its correctness as far as it goes. The quest for explanation of the social function of the community college persists because there is, and always has been, an expected accomplishment of a larger social purpose through the community college movement. Analysts of the community college idea from its beginnings nearly a hundred years ago to the present have seen in it a deeper, more subtle goal. Never very well expressed it was nevertheless there. It was that the community college would help Americans to develop a better society in ways beyond that of giving all high school graduates and adults, whether or not of that level of school attainment, a chance to further education and training--essential as that was to its mission. Community colleges were envisioned as instrumentalities to help build a better "social order." The expectations were initially analyzed by Leonard V. Koos in his classical Commonwealth Study of junior colleges as they had developed from 1900 to the early 1920s (Koos, 1924). Among the objectives he found most often formally avowed by these young institutions was that of "improving life in the community of location." The expectation is evident throughout the works of later writers like Clyde Blocker who persuaded his colleagues to view the community college as a "social synthesis (Blocker, et. al, 1965). Leland Medsker, who included community services as an important part of the prospect of the community college (Medsker, 1960) and, more recently, by Edmund L. Gleazer, Jr. on whose visions I will touch upon more fully later on (Gleazer, 1980).

One must report, however, that to date no strong emphasis has been put upon the community services role of the community college. Generally, this element within the multi-faceted comprehensive mission this type of college is to perform runs a poor fourth or even fifth after those termed as university parallel or transfer, occupational, developmental, and general education. This despite the fact that proponents of the broader services to the community like Harlacher (1969) and Gollatscheck and others (1979) have pushed for a better balance among the functions and a stronger stress on the community service function. The exception to the general observation is the way that the potential of community colleges to serve as instrumentalities for local and regional economic development has been recognized and promoted (Martorana & Garland, 1984).

So continuing inquiries about the social function of the community college are to be expected. They arise in part to test the claims of the community colleges of the past. Have they in fact helped to improve the social order? They also arise to challenge what community colleges might wish to do in the future. Is the social function of the future community college the same as that claimed for it in the past, or is it that in modified form, or is there an entirely new one to be performed? Or, is there no defense for any such function at all, in which case these colleges should be phased out of the postsecondary education enterprise entirely?

In my opinion, there is a social role that community colleges are performing well but needs rebalancing within the comprehensive mission. Their thrust should be to find a new promise by reasserting and strengthening an old one. The major social role that community colleges should take on to serve the American society during the next period of its development should put more emphasis on an active engagement in community and regional development, that is, a stronger reassertion of Koos' goal of improving life in local communities.

Several clusters of conditions are evident in the wider society and economy that make the suggested role a compelling one for the future of community colleges. Among the clusters of factors that are at work are these five: (1) those tending to decentralize the way that the society and economy will function in the future; (2) those causing community colleges to see their function of providing individual learners opportunity to do so as one that is limited in terms of numbers of persons to be reached; (3) those which are forcing a new recognition of the fact that collegiate education, when focussing only on a given individual's growth and development is not meeting its social purpose fully; (4) those causing a de-urbanization of the nation's population; and finally, (5) those generated by the related observations of fact that community colleges, on the one hand, are highly locally oriented institutions while other colleges and universities, on the other, are dedicated usually to serving considerably broader-based constituencies. A brief elaboration of each of the five clusters of factors just enumerated as it bears on the notion of a new social role for community colleges is in order.

The futurists of the land are hard at work attempting to assess the ways that new discoveries particularly those in the realm of telecommunications and information science will shape our future. There appears to be a growing consensus among forward thinkers that one impact will be to decentralize the formulation and control of ideas (including public policy) as well as to scatter about more widely the production and distribution of goods and services in the economy. So, Harlan Cleveland tells us that in the emerging "information society," "More and more work gets done by horizontal process--or it doesn't get done. More and more decisions are made with wider and wider consultations--or they don't stick ... A revolution in the technology of organization--the twilight of hierarchy--is already underway" (Cleveland, 1986). And Naisbitt, in his book Megatrends argues that all of America is decentralizing. He says, "Centralized structures are crumbling all over America. But our society is not falling apart. Far from it. The people of this country are rebuilding America from the bottom up into a stronger, more balanced, more diverse society. The decentralization of America has transferred politics, business, our very culture." He goes on, "Decentralization creates more centers. That means more centers. That means more choices for individuals" (Naisbitt, 1982, pp. 97-128).

In recent years the question perplexing most colleges and universities more than any other is that of the size of future enrollment of students. Forecasters of doom clashed with predictors of continued growth, the former putting their case on the declining size of the population of "college-going age" and the latter placing their bets on a higher "participation rate" in college going on the part of college-aged persons as well as progress in "lifelong learning" as a feature of the American culture. The point here is not to review that debate or judge the accuracy of the forecasts either up to now or into the future; it is to stress the fact that a justification of a college-based strictly in services to individual learners as students has the built in limiting fact of population size. This is true whether the base for forecasting is the traditional college-age population or all adults in a given service area counted as potential lifelong learners. Even participants in "recurrent education" as adult learners have limitations of time available for such activity as well as limitations in some instances of financial and other resources. Institutional researchers, planners, and policy decision makers are taking this realization into account more and more in forecasting future enrollments in their institutions.

To a certain extent, therefore community colleges will continue to draw their vitality by being centers for adult recurrent or lifelong learning; indeed, this will likely be a main base for their reasserted social function. But again, the function envisioned is more far reaching than simple service to individuals, an observation which moves us to the next set of factors.

The axiom that education must serve both the individual student and the larger society of which the student is a member is widely accepted. It is a driving principle undergurding policy directions set by both educators and leaders of the general public. It also represents a constant tension which needs recurrent balancing in both educational and public policy positions. We are in a new and growing wave of opinion that collegiate education in America has drifted too far toward serving the individual student learner's self determined best interests and away from serving those of the larger society. Russell Edgerton, for example, admonishes higher education leadership in such words as, "Lord knows, the question is not whether we should be training students to be critical thinkers--they need to be more critical not less. But is that enough, or all there should be? Take a look at the larger social picture."

"The traditional sources of affirming values--families, schools, churches, neighborhoods--all have lost their former grip on the hearts and minds of the young. We're spinning new webs of attachment and association ... but it's not clear that these elicit the same sense of responsibility to larger groups--community and country--as we've had before.

"... In a culture stressing conformity, we should stress the value of individuality. But now in a society tilting toward aggressive individualism and negativism, it's time to weigh on the side of cooperation and community. If we don't, after all, we leave the return to community and country in the hands of those who will base their appeals on narrow visions of patriotism and nationalism--visions no longer viable in today's interdependent world" (Edgerton, 1986, pp. 6-7).

So we have all sorts of calls for reform, many of them addressed, particularly to the undergraduate experience. (And I might say parenthetically too much addressed to undergraduate education as it is expected to be experienced by students of traditional college age attending college on a full-time and ideally in a residential mode, and too much disregarding the practical lack of realism of those last two elements occurring for the older recurrent student. The calls for reform recommend new or reactivated form of general education, a required public service experience, a greater student involement in learning, and on and on. They are fine, as far as they go, but they are not far reaching enough. Particularly they are not fully meaningful to community colleges in search of their revitalization and a grasp upon a continuing and significant social function.

The next cluster of factors centers on the trend toward de-urbanization of American society. It and the one to follow turn to conditions which seem to me to give community colleges an edge in finding the "pot of gold at the end of the rainbow" at least for the next quarter century or so. First, consider the implications of an apparent trend toward a greater dispersal of the American population. Here are some figures from the U.S. Census:

(1) In 1980 there were 22,325 places of population of 2,500 or more people. Of these, 21,387 were of 25,000 or less and only 1,138 were of larger than 25,000 population. Small places prevail in a ratio of about 20:1.

(2) Of the 1,138 larger places only 6 were larger than 1 million people; 16 were between 500,000 and 999,999; 34 between 250 and 499,500; 117 between 100 and 249,999; 290 between 50-99,999; and 675 between 25 and 49,999.

(3) Percentages of the total population reflect somewhat the same pattern; while 17.9 percent of the total population of the U.S. resided in places of 250,000 or more in 1980, 38.8 percent resided in places of between 10,000 and 250,000. And the latter is the size classification that are growing: In 1960 the comparable figure was 32.3 percent and in 1970, 35.5 percent. In short, places of between 10,000 and 250,000 people in size grew throughout the two decades in percent of the total population by 6.5 percentage points while the percentage of those living in larger places dropped by 4.1 points from 22.0 percent in 1960 to 20.7 percent in 1970 and 17.9 percent in 1980.

America is a country of small cities and towns, not one of places of monolithic size. This is not to disregard the phenomenon of metropolitan spread or urban sprawl. It is more to observe that within that phenomenon there is a structure, and therefore a capacity, to effect community and regional development. The localities cannot disconnect from the larger developments, but neither can effective social and economic advancement on the larger scenes occur without sound development at the more localized community and regional levels. Public and social policy may be promulgated by larger social and political structures such as the state, nation, or even international agencies, but in the final analysis that policy has to be implemented at local community and regional levels.

And finally, look at two features of community colleges that seem to fit them particularly well to promote community and regional renewal: one is their long-standing commitment to community enhancement that was described above; the other is their geographic dispersal. Edmund J. Gleazer, Jr., former president of the AACJC in the early 1970s made much of the point that every one of the U.S. Congressional District had at least one associate-degree granting, two-year college located in it. In many of those places, the community colleges is the highest level educational institution present. The sheer act of their availability and proximity is an advantage to individuals and community interest groups of all kinds which cannot be denied.

Their geographic dispersal and commitment to local area improvement give the more than 1,200 institutions involved in community college education an advantage over other types of colleges and universities in serving the social role of community and regional development on a widespread basis. The advantage is strengthened by the stance typically taken by other colleges and universities. Most of the other 2,300 or so institutions of higher learning are committed much more intensely to serving statewide, multi-state regional, national, and in some cases even international constituencies. This is not to say that these institutions, whether publicly or privately controlled, ignore the impact that their presence makes on the localities around their campuses, not all all. It is simply to say that their primary emphasis is not on the enhancement of that particular locality as distinguished from all others. Community colleges make that a distinct emphasis, other colleges and universities tend not to do so. The different institutional postures, however, ought not to be seen as a negative circumstance. The different postures taken can become a strong base for interinstitutional cooperation--it can lead to further recognition and implementation of the new concept and within that to a new role for the community college; I refer to the concept of the communiversity.

The communiversity concept flows logically from a recognition that effective community and regional development cannot realistically be seen as the domain of any single organization or institution. It grants that many can contribute to the objective. However, it sees the goal more likely achieved when the several organizations in a locality or well-defined region undertake to cooperate rather than compete in the effort.

The need for such a cooperative interinstitutional response to a local community or region's needs for continuing development and improvement was impressed upon me when I was serving in New York as assistant commissioner for higher education planning. (Some of the presenters and some of you in the audience may recall that I first came to the New York Department of Education to organize an office for planning and to direct formulation of the first Regents' statewide plan for higher education. This was to comply with the 1964 statute mandating that such a plan be produced and published by the Regents every four years.) The Commissioner, James B. Allen, encouraged my exploration of a regional as well as a more localized and a statewide approach to examining the needs for postsecondary education and the resources available to respond to those needs. That started attention on regional planning applied to postsecondary education in New York State and, while the concept has not fully taken hold, neither has it been totally abandoned.

Acting from the observations going on in New York state, I challenged the assembled leadership of the California community colleges in a speech made to them in 1965 (Martorana, 1965) to think of their institutions as important components of a needed even more comprehensive service, something along the lines of a "community university." The challenge apparently was not seminal at that time but about ten years later essentially the same idea was expressed by Samuel G. Gould, then Chancellor and my superior in the State University of New York. In a book of lectures on the "academic condition" of the day he turns to view the future with the alert, "Enter the Communiversity." Elaborating he writes,

> The university of the future, as I envision it, will be a loose federation of all the educational and cultural forces of a community--at every age level. It will be a coordinated educational entity serving a single, fairly large community, or a single, compact region if a group of communities is more appropriate. Whether it will have a single name or even be called a university any longer, is hard to say. Parts of it will undoubtedly have names similar to those they do now. But what we think of today as 'the college' or 'the university' will constitute only a portion of the future whole (Gould, 1970, p. 90).

Such a coalition of resources in my view could contribute mightily to local community and regional development. In order to bring it about, however, a new thrust of leadership along with a different sense of social purpose to be performed will be necessary. Provision of the leadership and formulation of the revised mission can be the wave of the future for community colleges. Fulfillment of the promise will require more than just service as "nexus" or center for lifelong learning such as Gleazer has described (Gleazer, 1980). It will require commitment of the community colleges to be a significant part, a leader and promoter of a more complex and even more comprehensive aid to local community and regional development. The community college cannot by itself be the whole of the communiversity, but a key component of it. Implementation of the concept will require emphasis on interorganizational cooperation and mutual interdependence. A full presentation of the new form of leadership required to translate the communiversity concept to functional service in community and regional development is beyond the scope of this paper; however, one will be available soon (Martorana & Kuhns, forthcoming).

Some assurance of the feasibility of the communiversity concept can be drawn from observation of what is now actually happening in community and regional economic development. Throughout the land, colleges and universities of all kinds are linking with other organizations in order to promote economic development. Within this general situation the community colleges are playing a key role. State after state is recognizing community colleges as a key resource in economic development either in their capacity to provide education and training to businesses and industries or to deliver other needed assistance such as conducting area needs studies, student career interest surveys, and so on.

When this accomplishment in the realm of economic development is observed, the question arises quickly, why not a similar service on the part of the community colleges, joined with other educational, social, and cultural organizations in an area, to promote community and regional development in other domains of the general welfare. One can argue that in all endeavors an intellectual component exists which can be translated to educational and training requirements for effective participation in it. If this is so, then the endeavors of all organized interests that directly or indirectly have an impact on the general welfare in a locality can become activities in which community colleges, and other colleges and universities as well, can join. Indeed, that is the logic undergirding the suggestion of a new approach to academic programming which is getting increasing attention among community colleges. The suggestion is developed in a small volume called Designing Programs for Community Groups (Martorana & Piland, 1984). In essence, the proposition advanced in essence is that academic services such as courses, workshops, lectures, and so on, organized singly or organized as a curriculum, can be organized around the intellectual components of the special interests of a wide range of organized community groups, with advantage to all concerned--the group as an organization, the group's membership and individuals, and the college as an agency sensitive to a social purpose as well as to individual student development.

The concept of the communiversity will seem to many to be an ambiguous description of an attack on the large and related tasks of helping individuals to grow and communities to develop through education. To accommodate the ambiguity, it may help to remind all of us that education itself--that is the quest for learning (both to serve individual and to serve social purposes)--is an ambiguous undertaking. It demands different conceptualizations to fit the different purposes it is expected to achieve. Education, for example, must be have certain characteristics when its object is to qualify the student--

learner for something, for example, to continue as a fifth semester or junior majoring in accounting in a university's college of business or to be a nurse registered to practice in certain aspects of hospital or health care services. Education takes on other attributes, however, when the objects of the learning experience are to help to move the student-learner toward a higher level of personal participation in the society and economy and to do things that improve the quality of community life.

The several purposes of education, of course, are interrelated, but for both purposes of the two just described, the community college will continue to serve a useful social role. However, community colleges cannot seek successfully to carry alone the full complement of services that are needed. Both purposes seem now to call for the community college to adopt, clarify, and lead in advancing a new concept. I submit for that consideration the concept of the communiversity.

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DETERMINING THE ECONOMIC RETURNS
ON INVESTMENT IN
SELECTED OCCUPATIONAL EDUCATION PROGRAMS

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EXECUTIVE SUMMARY

Purpose and Objectives of the Study

This study was undertaken for the New York State Education Department to determine the economic return on investment in selected occupational education programs at public two-year colleges in New York State.

The purpose of the study was to quantify: (1) the investment made in selected disciplines by the graduates, employers, and state government, and (2) the returns from this investment: to the graduate—as measured by salary differentials of technicians with two-year degrees, to the employer in New York State—as measured by the savings to business attributable to not having to train their own technicians, and to the state government and residents—as measured by the economic benefit to the state resulting from maintaining employers who might otherwise leave, not expand or expand elsewhere because of a lack of trained technicians in New York State.

The focus of research was on two-year technical training in four selected disciplines: (1) Data Processing, (2) Health Service/Paramedical, (3) Engineering/Mechanical, and (4) Business/Commerce technologies.

Project objectives included the undertaking of a statewide mailed survey of a representative sample of New York State employers with 100 or more employees, covering areas of technician hiring practices, salary differentials for education and experience, training preferences, and alternative hiring preferences. In addition, a sample of public two-year schools was surveyed separately for information on technician training costs, placement information, number of graduates, revenue sources and related topics. Data from employers and schools were synthesized to produce estimates of (1) training costs in each discipline, and (2) benefit streams derived by the graduate, the employer and governmental jurisdictions.

Methodology Used in the Study

One hundred eighty-six firms operating in New York State were selected to be representative by Standard Industrial Classification (SIC), size of firm, and geographic distribution of all New York State employers with 100 or more employees. Of these, 152 agreed initially to participate in the survey, and were mailed a survey form to complete; 85 were returned (a 55 percent response rate). One question asked employers to identify public two-year institutions from which they had hired technical employees in recent years. The resulting list provided the basis for selecting a sample of schools for the school survey. Fifteen schools received the mailed survey; eleven returned sufficient information to be included in the school analysis.

Major Findings of the Study

The information provided by employers and schools characterizing the demand for and supply of two-year graduates yielded the following findings:

- Estimation of the statewide distribution of technical job openings in 1982 in firms of over 100 employees shows that the largest share was in the Engineering/Mechanical area (41.3 percent), followed by Health Service/Paramedical (23.8 percent), Business/Commerce (20.9 percent), and Data Processing (13.9 percent).

- The distribution of public two-year graduates in 1982, within selected disciplines, shows that the largest share was in Business/Commerce (54.7 percent), followed by Engineering/Mechanical (21 percent), Health Service/Paramedical (16.5 percent), and Data Processing (7.8 percent).

- The distribution of technical positions filled in 1982, by industry, shows a dominance of financial/insurance/real estate (31.4 percent), service firms (27.6 percent), and manufacturing (21.5 percent).

- Employers indicate that schools are not a major source of skilled workers. Most hiring is done from the existing labor force.

- Comparisons of entry salaries received by two-year graduates and entry salaries specified by employers for jobs requiring a two-year degree indicate that the average graduate salary is typically lower than that specified by the employer for two-year jobs. This is particularly true in Business and Commerce where the salaries reported by the graduate average 30 percent less that those offered by the employer. This could be due to supply/demand conditions and/or misalignment of curriculum content and employer requirements.

- Employer hiring/training preferences differ among the various disciplines studied. While most employers prefer to hire skills in all areas, their post-hiring training practice differs by discipline. Generally, positions in the areas of Business/ Commerce and Data Processing are reported to require more training once hired. This is possibly due to more operation-specific skill requirements in these areas. If this is the case, the graduates' entry-level salary may be somewhat discounted in these fields since employers perceive the need for additional investment in operation-specific training.

- While student costs are reasonably uniform among the selected disciplines, the school program costs per degree are shown to vary widely from an estimated low of approximately $5,700 for Business/Commerce degrees to a high of $9,800 for Health Service and Paramedical degrees in community colleges.

- On a statewide basis there is misalignment between the distribution of public two-year school graduates supplied in the selected disciplines and the distribution of technical positions available from employers (with over 100 employees) in those disciplines. If the supply of graduates is larger than required, the graduates will more often be faced with accepting jobs below their capabilities, or outside their fields; hence, the lower salaries. Also, in Business/ Commerce the jobs for which graduates are trained (e.g., secretarial science) may not be those for which employers require a two-year degree; hence, the salaries received may be those for which the employers specify a high school degree.

Employer and school information together permitted the estimation of the economic rates of return on investment and payback periods for the four disciplines studied. These calculations showed:

- Graduate returns on investment in all disciplines except Health Service and Paramedical are shown to be competitive over a 10-20 year period. The rate of return varies substantially primarily due to the comparative salary levels for jobs requiring a high school degree. In Health Service, and to a certain extent in Business/Commerce, the salary differential is not enough to create a competitive rate of return over the short run (i.e., 10-20 years).

- It is likely that employers receive a net benefit from their tax investment in two-year education, since their higher cost training alternatives (which would be necessary if there was an inadequate supply of graduates) are more costly than the average business share of a graduate's education.

- State residents are paying less than $12.00 per capita each year to finance public two-year school enrollments of approximately 260,000 students. Although it is impossible to estimate the economic returns on a statewide basis from such an investment it is likely that there are substantial direct and indirect economic gains due to economic activity of the school employees, students, support industries, and the maintenance of expanding or new businesses which may choose to go outside of New York State if a skilled labor force is not readily available.

- Payback periods and rates of return are sensitive to alterations of any of the assumptions constraining the analysis (e.g., time frame of analysis, likelihood of employment, price factors).

Consideration of the outlook for graduates of two-year technical training programs in light of present and projected economic and demographic trends provided the context for the following inferences:

- The misalignment of the distribution of graduates supplied in the selected disciplines and the distribution of technical positions available from employers can be expected to shift over the coming years. Employment and occupation projections suggest that if two-year schools maintain their current curricula, the misalignment could worsen. It is clear that it will be even more important in the future for businesses to evaluate and articulate their needs for technically trained employees. A continual attentiveness and responsiveness to business needs will be required of two-year schools to adequately prepare their graduates to be competitive in the labor force.

- The outlook for the 1980s indicates continued competition for entry level jobs; even though the college age group is decreasing in size, there will be an increasing percentage of other first-time entrants to the labor force who will also be seeking entry-level employment. Additionally, the labor force will be increasingly educated and employers may continue to raise educational requirements for jobs.

Conclusions

It can be concluded from this study that active participation between employers and two-year public schools is necessary in order to serve current and future technical needs of employers within New York State. To the extent that employers benefit, the graduate will maximize their return from investment in post-secondary education. Currently, there are indications that there not only may be misalignment of employer demand and graduate supply among selected disciplines, but there also may be misalignment within discipline between the employers' technical needs and the curriculum provided by the two-year schools.

Conclusions

It is commonly assumed that investment in post-secondary education will not only increase an individual's employability but also provide the graduate with a respectable economic return (received from higher future wages). The findings from the study cast doubt on the latter assumption, suggesting that, in the short run at least, returns on investment may not justify the investment in some disciplines.

It can be concluded from this study that active participation between employers and two-year public schools is necessary in order to serve current and future technical needs of employers within New York State. In order for this to occur it is encumbant upon employers to articulate their needs to two-year schools in the state and for the schools to respond to those needs within the resources available. To the extent that employers benefit, the graduate will maximize their return from investment in post-secondary education. Currently, there are indications that there not only may be misalignment of employer demand and graduate supply among selected disciplines, but there also may be misalignment within disciplines between the employers' technical needs and the curriculum provided by the two-year schools.

Since resources for post-secondary education are limited, it is imperative that there is an efficient allocation of school training efforts. Employers and schools should be expected to continue in their attempts to maximize graduate, employer, and state returns from investment in two-year education. It is particularly important to increase the effectiveness of training since post-secondary education may become a prerequisite for employment, regardless of the graduate return on investment.

Policy Implications/Need for Further Study

The study findings and conclusions outlined above suggest implications for education policy and for further study in this and other areas.

First, it is clear that linkages between the employers and schools should be stressed in order to communicate the needs of the employer today and tomorrow. This should include additional attention to the smaller employer who has generally not been a focus of the two-year system.

Better linkages should offer the schools more useful information for planning purposes than currently exists. For example, there is mixed opinion today as to whether the way of the future is in high technology (with extensive math and science background) or in basic skills (e.g., English) for communication and learning on-the-job. High technology may not add the jobs envisioned by some, and may in fact "deskill" many jobs as they become more mechanized and routine. This could lead to less demand and lower wages for technical graduates.[1] What is clear, nonetheless, is that an increased attentiveness to broad based employment trends will allow schools to more accurately gauge the market for the graduates they train.

Second, the school system should be prepared to shift resources as it becomes apparent that demand/yields are low in selected areas. Options such as employer-based skill training and a system of recurrent education may help in this area. Employer-based training (e.g., cooperative education) may be one way to limit investment in equipment and faculty in order to maintain flexibility, and to better focus on the needs and demands of specific firms and occupations. A system of recurrent education would be appropriate to meet the continually evolving needs of industry. In short, schools could benefit (and hence so could graduates) from a reorientation to technical training as an evolutionary process, not a static choice at one point in time.

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[1] Henry Levin and Russell Rumberger, The Educational Implications of High Technology, February, 1983.

Finally, graduates must be better prepared to adapt to changes in the work environment over time. This suggests that they should receive a good basic education in addition to vocational training in order to have the skills necessary to adapt to change. Schools can assist in this regard by ensuring, through distribution requirements and--if necessary-intensive remedial programs, that graduates have the capability to accommodate changing demands for skills.

Improvements in this area will be facilitated by additional study of the factors that contribute to the varying yields seen in the disciplines reviewed in this study. Efforts in this area will produce a better understanding of the dynamics of school/employer linkages, cooperative education and other approaches which may contribute to increased yields in the system of two-year education.

An Economic Perspective on Financing the Community College

by

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Although community colleges have experienced phenomenal success over the past 25 years as measured by most commonly accepted criteria, a number of difficult issues pertaining to the financing of these institutions have arisen more recently. These issues have included questions about the most appropriate pricing (tuition) policy, the desirability of local support and the existence of interdistrict wealth inequities, the proper mix of local vs. state vs. federal vs. private support, and the relationship (if any) between community college financing policy and that applying to four-year institutions of higher education. Issues such as these take on even more significance in the 1980's as the prospects for declining enrollments and excess capacity threaten the higher education sector. Not surprisingly, a number of reports and studies have surfaced during the past decade which address these important matters.[1]

The discipline of economics provides a useful framework for considering many of these issues. In particular, the principles of public finance as applied to social services can be utilized beneficially to analyze many community college finance problems.[2] This paper presents a generalized application of these principles. While this conceptual framework provides useful general guidelines for evaluating community college financing policies, it does not yield a precise blueprint. Eventually, specific policy implementation involves the political process wherein policies are tailored to the local economic conditions, political priorities, institutional mix, and student demands.

The Conceptual Framework

The discipline of economics concerns itself with the fundamental fact that every society's economic resources exist in insufficient quantities to completely fulfill the wants of society. Although the availability of productive resources varies greatly among societies, all must live with the basic problem of scarcity. Given scarcity, every society must make decisions about what is to be produced with the scarce resources, how much of each good or service is to be produced, and to whom the resulting output is to be distributed. Presumably, a society's scarce resources should be allocated as efficiently as possible in answering the first two questions. An efficient allocation of resources exists when the total benefits from producing a good or service exceeds by as much as possible the total costs of producing it.

For most goods and services, an efficient allocation of resources can be achieved through the operation of the free market without government intervention in a capitalistic economy. The free decisions of profit-seeking producers and satisfaction-seeking consumers will take into account all of the costs and benefits involved. However, the free market fails to achieve an efficient allocation of resources if the benefits and costs are not limited to the direct producers and consumers, i.e. when an externality exists. In the extreme case of a pure public good such as national defense, the benefits are all public and collectively consumed. The market cannot allocate efficiently because the benefits are completely indivisible (everyone consumes the same amount and one person's consumption does not reduce the amount remaining for others) and nonexclusive (no one can be excluded from the benefits). The resulting paradox is that no consumer will be willing to pay for the pure public good even though it may have great value, because no one can be excluded from its benefits for lack of payment. Efficiency in such a situation must be sought through the political determination of the "best" amount of the good or service, with payment compelled through taxation.

An efficient allocation of resources, whether determined by the market or by the political process, answers the questions of what is to be produced and in what quantities. This does not, however, guarantee an equitable distribution of society's resulting output, i.e. it does not answer the question of who should get what. Collective political decisions are required to determine what a society means by "equity" and to achieve this equity by taxing some groups so as to transfer income to others. With the "proper" distribution of income, a society's output can then be distributed in accordance with that income. While efficiency is an objective criterion, at least conceptually, equity is subjective and requires a definition from political consensus. Furthermore, the goals of efficiency and equity often (although not invariably) conflict, requiring further difficult political decisions which trade off more of one for less of the other. As the late Arthur Okun has noted:

> In pursuing [the goal of income equality], society would forego any opportunity to use material rewards as incentives to production. And that would lead to inefficiencies that would be harmful to the welfare of the majority. Any insistence on carving the pie into equal slices would shrink the size of the pie. That fact poses the tradeoff between economic equality and

economic efficiency.[3]

The social goals of efficiency and equity are the cornerstones of public finance theory as applied to the analysis of social services such as community college education. The next two sections elaborate on these two principles and apply each to some fundamental issues of community college finance.

Efficiency

Two kinds of questions are central to a conceptual consideration of community college finance - 1) how much (if any) public subsidy should be allocated to community colleges? and 2) assuming that some public subsidy is justified, how should the total finance burden be distributed among students/parents; federal, state and local governments; and other parties, e.g. private philanthropy? It follows from the above discussion that community college services should be financed according to market forces, i.e. provided by private "producer" institutions and purchased by private "consumers", unless public subsidies can be justified on the basis of either efficiency or equity improvements. With respect to efficiency, public finance theory suggests that the market will fail to allocate enough resources to a good or service which conveys public benefits, even if this conveyance falls short of the pure public good situation. Thus a public subsidy is justified to improve allocative efficiency if community college benefits accrue at least partially to the public rather than simply to the students. If only the individual students benefit from courses taken at a community college, however, then their unsubsidized private decisions will generate an efficient level of resources allocated to the provision of that education. It also follows from the above that if both public and private benefits exist from the provision of a good or service, then a mix of public (subsidy) and private payments would be most efficient, where that mix reflects the ratio of public to private benefits. It will be argued below that the existence and extent of public benefits from community college offerings depends upon the type of offering.

There is little doubt that some community college benefits - such as a labor force better equipped to contribute to economic development, a more informed electorate, lower crime rates, etc. - extend beyond the individual student. There is substantial disagreement, however, on the extent of these public benefits compared to the private benefits.[4] Clearly, individuals enroll in any college course for the private benefits, which may be categorized as either consumption benefits (the pure benefits from learning which enhance either present or future quality of life without necessarily enhancing income) or investment benefits (incurring current costs with the expectation of receiving higher income as a result in the future). This framework in turn is useful in classifying community college activities by type of benefit, and examining the financing implications.

Following the pathbreaking work of Breneman and Nelson,[5] community college offerings can be loosely categorized into one of three classifications: 1) investments in general human capital; 2) investments in specific human capital; and 3) courses or activities that predominantly generate current or future consumption benefits with little or no investment benefits. Investments in general human capital would include general liberal arts education similar to the first two years at traditional four-year colleges and universities, as well as remedial or developmental courses that do not receive college credit. There are clearly some public benefits of the type mentioned earlier resulting from general liberal arts education, but private benefits are also significant. On a continuum between no public subsidy (full cost tuition) and total subsidy (no tuition), about all that can be said is that the most efficient pricing policy lies somewhere between the extremes. The general existence of high subsidies for such kinds of courses suggests that the public values this education sufficiently to reject anything approaching full cost pricing. However, there is some doubt as to whether the public benefits are commensurate with current subsidy levels.

Remedial or developmental education constitutes a much different type of investment in general human capital. Although individuals benefit greatly from completion of these courses, individual decisions in a private, unsubsidized market will result in the provision of little remedial education. Not only will many individuals who might benefit from such remedial courses be unable to pay for them (an equity argument), but they are also least likely to appreciate the private benefits and face the greatest risk of failure. Such basic education is roughly analogous to elementary-secondary schooling. The public benefits are quite high, although the costs of remedial and developmental education are also likely to be high. Thus, a case can be made on efficiency grounds that the level of public subsidy for remedial education should be significantly higher than that for liberal arts education because of the more serious failure of the private market. Breneman and Nelson argue that zero is probably the most efficient price.

Courses that fall into the category of vocational-technical programs can be considered investments in specific human capital. They prepare students for a fairly narrow range of jobs by teaching specific skills. Courses in this category typically lead to an associate degree or certificate, and most students are interested in improving employment prospects in a particular line of work. The investment nature of the private benefits is clear, but the magnitude of these actual private benefits has been the subject of some controversy. There may also be a number of public benefits resulting from vocational-technical education. The labor force generally becomes more productive, although this enhanced productivity is probably more concentrated in the local community than is the case with investments in general human capital. This suggests that efficiency would be improved with greater local government subsidies, as compared with larger state or federal subsidies for the latter. It may even be the case that individual firms or groups of firms in the community enjoy most of the external benefits from certain vocational programs, in which case efficiency would dictate that these firms should contribute significantly toward their support. In general, the existence of both private and public benefits once again suggests that the efficient level of tuition is well above zero but less than full cost.

Most community service-type programs provide current or future private consumption benefits, with few if any investment benefits. Most courses in this category are nonacademic in nature, are not part of a specific program or sequence, and do not result in college credit or formal credentials. Economic theory implies that user charges (the equivalent of full cost tuition) are the efficient way to finance activities that provide only private benefits. However, some community service courses, such as child care or nutrition, may entail significant public benefits as well. The local community would be the most efficient source for public subsidies to support these kinds of courses. In the absence of such demonstrable public benefits, the efficiency criterion suggests full cost tuition for community service courses.

Application of the efficiency standard results in several general guidelines, but no specific prescriptions, for community college finance decisions. Tuition for traditional academic courses and most vocational offerings should be significantly greater than zero, but less than full cost, with subsidies coming from both local and state governments. Most remedial courses should be offered at little or no direct cost to the students. Vocational courses that are targeted at specific employers should receive considerable support from these firms. Personal enrichment courses should rely on user fees, and public service offerings on fees and local support. Given the sizable private benefits from many types of community college courses, an efficient tuition policy might generally call for somewhat higher tuition levels than are currently in existence.

Equity

Since community colleges are the socially chosen institutions for achieving equality of opportunity for post-secondary education, equity is a fundamental concern in their finance policy. Unfortunately, there is no widespread consensus on what is meant by equity or equality of educational opportunity. The discipline of economics emphasizes the distribution of income in considering equity, with equity policies focusing on redistribution of income through taxing and government expenditure programs. Although equity principles clearly call for some subsidies to higher education, the literature is quite mixed with regard to both the equity effects of current subsidy programs and the optimal subsidy policy.[8] At least two desirable equity goals might receive fairly widespread support - 1) the likelihood of attending and succeeding in college should be the same for individuals of equivalent ability, regardless of income; and 2) qualified individuals of all income levels should receive educations of comparable value.

Community colleges in principle are a major vehicle for improved equity in higher education because of their mission to provide access for the disadvantaged and other nontraditional students. Some critics contend, however, that community colleges may actually hinder the attainment of equitable educational opportunities because they attract some students who would otherwise seek a "better" four-year college education. Even if this is true in some cases, as it almost certainly is, the evidence supports the conclusion that the improved access for many from community college education clearly outweighs the equity losses for the relatively few who might have been better off at a four-year institution.

Low tuition has been the traditional foundation of financing policies designed to attract low-income students to community colleges. This low price policy has, however, been difficult to maintain in many states in recent years given tight budget constraints. More recently, the issue has often been translated into a policy choice between the low tuition/low aid approach and the higher tuition/higher aid alternative. Economists have frequently advocated the superiority of the high tuition/high aid policy on efficiency grounds. As noted above, the generally low tuition levels (high subsidies) currently in existence at community colleges may not reflect the actual ratio of private to public benefits. If the higher tuition/higher aid strategy can also be deemed preferable on equity grounds, then a rare opportunity may exist to improve both equity and efficiency with the same policy. There is in fact considerable conceptual support for this conclusion.

States vary significantly in the extent to which they achieve the traditional goal of low (or no) tuition for community colleges. Similarly, there is much variation in the availability of state student aid to offset tuition and related costs. In general, states do appear to be choosing between high tuition/high aid and low tuition/low aid strategies. New York state, for example, has one of the highest average tuition levels, but also provides one of the highest percentages of full time community college students with financial assistance from state aid. North Carolina, for example, has apparently adopted the opposite approach.[7]

From an equity perspective, the choice between the two pricing policies depends on a comparison between the effectiveness of a dollar of tuition subsidy versus a dollar of student aid in affecting the enrollment decisions of potential students from different income classes. Unfortunately, no hard empirical evidence exists on this question for community colleges. It is undeniable, however, that a low tuition policy (high subsidies) in effect provides the same dollar subsidy to every community college student, regardless of need. Economic theory suggests the preference for allowing tuition to rise to the level dictated by efficiency considerations, i.e. full cost times the ratio of private benefits to full benefits. For example, if the full cost for a given course is $500 and the ratio of private benefits to full benefits is estimated to be .80, the efficiency criterion taken alone would suggest a tuition rate of $400 for that course and a public subsidy of $100 to reflect the 20% public benefit.

In terms of equity, the reduced subsidy could be reallocated to state programs which provide aid based upon need. For example, if the prior tuition level for this hypothetical course was $100 (implying a subsidy of $400), the $300 "saved" from the higher tuition charge could be reallocated to state student aid targeted toward students with the greatest inability to pay for community college services. The net price (actual tuition minus student aid per course) would increase for some and decline for others. Such a policy change would allow policy makers to target the same amount of community college aid to those who most need assistance in offsetting the higher tuition, while reducing the across-the-board subsidy for those who are less needy. To the extent that such a policy would improve access for lower income students vis-a-vis the low tuition/low aid alternative, both equity and efficiency could be enhanced simultaneously.

The main conclusion from applying the equity criterion to the issue of community college finance is an ironic one - the low tuition policy which is often emphasized as community colleges' most important contribution to equity may be very suspect on equity grounds. It is quite true that inadequate financial aid information and bureaucratic barriers may deter some lower-income students from enrolling, but the additional revenues generated from higher tuition and lower institutional subsidies could also be used to overcome these barriers as well as to lower the net price for lower-income students. Therefore, the higher tuition/higher aid strategy often recommended by economists on efficiency grounds may also provide more equitable opportunities to pursue higher education.

Conclusions

As noted at the outset, while the application of economic theory to issues of community college finance may provide an enlightening framework and useful policy guidelines, specific policy recommendations must be tailored to the realities of real world complications and political priorities. To take but one of many real world complications, many need-based aid programs exclude from eligibility any student who is not registered for at least a half-time load. Given the significant number of part-time community college students who are therefore not eligible for such aid programs, the theoretical conclusion favoring a high tuition/high aid financing policy may seem less appropriate. If political realities preclude any change in the eligibility criteria for these aid programs, this fact may very well alter the practical implications of the theoretical conclusions. However, it would be desirable where possible to liberalize these eligibility standards and proceed with the higher tuition/higher aid policy, rather than to simply reject the conceptual implications as irrelevant. Economic analysis does, therefore, yield a number of modest improvements that could be made in local, state and federal financing of community colleges.

ENDNOTES

1) See, for example, S. Nelson, Community Colleges and Their Share of Student Financial Assistance, (New York: College Entrance Examination Board, June 1980); L. Gladieux, Distribution of Federal Student Assistance: The Enigma of the Two-Year Colleges, (New York: College Entrance Examination Board, 1975); J. Russo, "Community College Student Aid: A Hard Look from Within," Journal of Student Financial Aid, (February 1976), pp. 20-27; W. Garms, Financing Community Colleges, (Columbia University: Teachers College Press, 1977); C. Clark, "Two-Year Colleges and Finance Equity: The Case of California," report to the Ford Foundation (Los Angeles: Western Center on Law and Poverty, 1981); S. Martorana ans J. Wattenbarger, Principles, Practices and Alternatives in State Methods of Financing Community Colleges and an Approach to Their Evaluation, with Pennsylvania a Case State, eport 32 (Pennsylvania State University , Center for the Study of Higher Education, 1978); and especially D. Breneman and S. Nelson, Financing Community Colleges: An Economic Perspective, (Washington, D.C.: The Brookings Institution, 1981.)

2) See R. Musgrave and P. Musgrave, Public Finance in Theory and Practice, (New York: McGraw-Hill, 1973).

3) A. Okun, Equality and Efficiency: The Big Tradeoff, (Washington: The Brookings Institution, 1975), p. 48.

4) See, for example, Carnegie Commission on Higher Education, Higher Education: Who Pays? Who Benefits? Who Should Pay?, (New York: McGraw-Hill, 1973); H. Bowen, Investment in Learning: The Individual and Social Value of American Higher Education, (San Francisco: Jossey-Bass, 1977); T. Schultz, "Optimal Investment in College Instruction: Equity and Efficiency," Journal of Political Economy, (May-June, 1972); J. Pechman, "Distributional Effects of Public Higher Education in California," Journal of Human Resources, (Summer, 1970).

5) Breneman and Nelson, op.cit., pp. 47-53

6) On this issue, see W. Hansen and B. Weisbrod, Benefits, Costs, and Finance of Public Higher Education, (New York: Markham, 1969); Pechman, op.cit.; J. Conlisk, "A Further Look at the Hansen-Weisbrod-Pechman Debate," Journal of Human Resources, (Spring, 1977); G. Moore, "Equity Effects of Higher Education Finance and Tuition Grants in New York State," Journal of Human Resources, (Fall, 1978).

7) Breneman and Nelson, op.cit., Table 1-7 and pp. 104-06.

Mission and Images for SUNY Community Colleges:
A View from Within

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In any discussion of new or current missions for the community college, some people attribute social functions to the institution which others see as little related to the educational functions described in the mission statement. Thus one person reading a mission statement sees an indication of what educational goals the institution most values, while another sees social class tracking or perversion of the concept of college. Since these conflicting perspectives usually go unstated, we end up with people talking past one another rather than with one another. To avoid this situation and to clarify the terms of the discourse regarding missions and images of community colleges, I want to briefly categorize what I see as the three major viewpoints or stances about the community college:

1) First we have the Leftists, those who are politically left of capitalism and thus are advocates for a classless society. They view the community college with distaste because it is seen by them as an agent of capitalism, training people from blue-collar backgrounds for blue-collar jobs or lower-level middle-class jobs, and in so doing, is replicating the current class structure with all its obvious inequities.

2) Then there are the Rightists, who also view the community college with distaste but for different reasons. To the Rightists, and by this I mean educational elitists, the community college is primarily responsible for the dilution of educational standards in higher education since it is the

primary agent or means for opening up higher education to the masses. It tries to pass itself off as a college although clearly it is not because it offers vocational training and remedial programs in basic English, math, and reading, and admits students who clearly wouldn't "make the grade" in any reputable college or university. However, the community college is of use because at least it keeps the educational riffraff away from the "real" colleges.

3) Finally, we have the Mainstreamists, those who view education within a conventional political orientation, i.e. capitalism, and who believe in the merits of education for all, not just the intellectual and social elite. To the Mainstreamists the community college serves as the path to upward mobility for many an individual who gains both education and a better job as a result of attending the community college.

I've drawn the outlines of these categories with broad strokes, omitting some nuances, but the purpose was to give you a feel for the three major perspectives with which any data on the community college might be interpreted. Notice that of these perspectives, the ones of the Leftists and the Rightists seem to stand outside of the community college, viewing it an an "other," something alien and distant from the perceiver (I would like to add not understood by the perceiver, but that is debatable). Indeed, many of those who hold these perspectives are literal outsiders to the community college: rarely have they ever taught or been an administrator in a community college.

To me the intriging questions then become, "How do those who are within the institution see the institution? What do they want it to be?" In essence, these are the questions which guided my study of SUNY community colleges conducted last year and are the focus of my presentation today. Now to the study.

Last fall I asked a randomly selcted sample of 362 full-time faculty and all senior-level administrators (presidents, vice-presidents, and deans) of the thirty SUNY community colleges to complete a questionnaire regarding their preferences for four institutional directions and seven images for SUNY community colleges in general and for their own institution in particular. Here is a listing of those directions and images:

Institutional Directions:

1) Academically Oriented Two-Year College - This institution would commit most of its resources to degree-granting programs in both academic (transfer) and occupational-technical education while minimizing community service activities. In addition, it would have a general education core required of all students. Of all possible educational directions for the community college, this one would obviously be the most acceptable to the educational elitists, or the Rightists I mentioned earlier.
2) Community-Based Learning Center - Edmund Gleazer, the chief proponent of this direction, views this as an institution which would de-emphasize the formal structure of credit hours and courses, and serve as a center of a community learning network

where students are linked up with someone or someplace that can teach them what they want to know. Such an institution would be considered educationally frivilous by the Rightists and irrelevant by the Leftists.

3) Comprehensive Community College - Basically this direction is the current one of most community colleges. It involves giving approximately equal emphasis to the transfer, occupational-technical, and community service programs of the institution. It is a Mainstreamist approach or perspective to the institution.

4) Postsecondary Occupational Training Center - Such an institution would concentrate upon occupational training almost exclusively and in cooperation with industrial establishments as much as possible. There would be very limited offerings in the humanities and social sciences. Such an institution would clearly be anathema to the Leftists, who could then say, " I told you community colleges were agents of capitalism," and to the Rightists, who, while snubbing it educationally, would at least be pleased the word "college" was no longer in its title.

The images survey respondents could choose from were these:

1) Democratization of higher education - associates the community college with the opening up of higher education through open admissions and low cost.

2) A 'second chance' for people - offers this to people who have previously done poorly in an academic setting.

3) Something for everybody - indicates the community college's willingness to reach out and be, in essence, all things to all people.

4) Comprehensive two-year curriculum - enables the institution to be seen as offering "everything" from an educational or curricular perspective.

5) A college for its community - indicates the institution's responsiveness to community needs.

6) Excellence in teaching - highlights the emphasis community colleges place on teaching (as opposed to research) and thus on the student.

7) A student-oriented institution - emphasizes an institutional focus upon the student rather than the faculty or the content of the curriculum.

Collectively these images reflect the three major components of the mission of today's community colleges as seen by the Mainstreamists: open access, comprehensive curriculum, and community/local orientation. The images of "a democratizing institution" and "a 'second chance' for people" stem directly from the component of open access, while the images of "excellence in teaching" and "a student-oriented institution" reflect the community college's willingness to provide for the academic needs of non-traditional students, an indication of its openness. The images of "something for everybody" and "a comprehensive two-year curriculum" stem from the component of comprehensive curriculum, while the image of "a college for its community" reflects the component of community/local orientation.

As I indicated earlier, both faculty and senior-level administrators were asked to indicate their preferences for these images and directions. In addition, they were asked some demographic questions such as their age, sex, and number of years of teaching or administrative experience in an effort to determine possible correlations between preferences and these characteristics.

What were the results? First of all, a fairly high response rate was obtained: 77% for the administrators with 76% of these usable; a 67% response rate for faculty with 60% of these usable. Next, frequency distributions and percentages of the preferences revealed the following:

1) There was close agreement between senior-level administrators and faculty about the preferred institutional directions of SUNY community colleges. Each group most preferred the direction of Comprehensive Community College, both for SUNY community colleges as a whole and for their own campuses. Specifically, 81% of administrators and over 75% of the faculty preferred this direction for their own campus, while 80% of the administrators and almost 77% of the faculty desired this direction for SUNY community colleges in general.
2) There was little supoort for the other three directions. That of Academically Oriented Two-Year College was the second most preferred, but it did not garner much support. Over 12% of the administrators and over 18% of the faculty preferred this direction for their own campus, while almost 16% of administrators

and almost 19% of faculty preferred this direction for SUNY in general. As this direction is most closely allied to the stance of the educational elitists or Rightists, it would seem that there is little support within the community college (or at least within SUNY community colleges) for such a stance.

3) The directions of Community-Based Learning Center and Post-secondary Occupational Training Center received little support. Fewer than 5% of the administrators and 2% of the faculty desired the direction of Community-Based Learning Center for their own campus. Only 3.3% of the administrators and 1.8% of the faculty desired this direction for SUNY community colleges in general.

Agreement on preferred images was not as clear cut but did follow similar patterns for each group:

1) The image most desired by administrators for their own campus was "College for Its Community" (36.7%), followed by "Excellence in Teaching" (23.3%), and then "Comprehensive Two-Year Curricuum" (14.4%). These same images were also the top three choices for the faculty for their own campus but to a different extent. Faculty most preferred the image of "Excellence in Teaching" (32%), then "A College for Its Community" (16.9%), closely followed by "Comprehensive Two-Year Curriculum" (15.5%).

2) For SUNY community colleges in general administrators preferred the same images that they did for their own campus: 26.7% preferred "A College for Its Community," 17.8% preferred "Excellence

in Teaching," and 16.7% preferred "Comprehensive Two-Year Curriculum." Faculty preferences varied, both from the administrators' and from their own preferences for their individual campuses. For SUNY in general, faculty preferred that "Excellence in Teaching" be the dominant image (35.2%), followed by "Comprehensive Two-Year Curriculum" (15.5%), and then "Something for Everyone" (13.7%).

The attempt to find correlations between demographic characteristics and preferences (in other words, to find out why faculty and administrators preferred the directions and images that they did) yielded only minimal results and shall be passed over today so that we can concentrate on discussion and implications of the preferences themselves.

What do these results suggest to us? As I mentioned earlier, there is strong agreement between SUNY community college faculty and administrators about the preferred direction for SUNY community colleges, an agreement I found somewhat surprising because of the stereotype we all have of administrators and faculty always being in opposing camps: the we-they mentality. It would seem to me to bode well for the future of SUNY's community colleges that faculty and administrators concur so closely in their preferences for the direction of these institutions. It is much easier for a direction to be achieved if those responsible for achieving it are in agreement about it and in support of it.

The direction of Academically Oriented Two-Year College, which is the one direction that would move the community college towards becoming a more educationally prestigious (at least in the eyes of educational elitists or Rightists) did not receive much support from either SUNY community college faculty or administrators. I found the faculty's relative lack of support for this direction somewhat surprising since one could argue that teaching in such an institution might be more prestigious for faculty than teaching in the comprehensive community college. Also, students attending such an institution would presumably be more academically oriented and thus easier to teach than the usual community college student.

I was also intrigued by the lack of both administrative and faculty support for the more radical or innovative ideas about the community college, i.e. the Community-Based Learning Center and the Postsecondary Occupational Training Center. Is this lack of support because those in academe are inherently conservative (another stereotype), or is it because the respondents in the survey think these directions have merit but find that of Comprehensive Community College the most meritorious? We don't know at this point, but I would suggest that it is important that those who are outside the institution, those who only know about the community college from what they read, be aware that those within the institution do not seem to support some of the directions so blithely espoused by people who are usually far removed from the everyday workings of the institution. In other words, I find a discernable gap between "national" visions for the community college and the visions of those people who are the institution: its faculty and administrators.

As regards preferences for images, some interesting configurations appear when we examine them in terms of their relationships to the three components of the community college mission mentioned earlier -- open access, comprehensive two-year curriculum, and community orientation.

For example, the two images most clearly indicative of open access -- democratization of higher education and providing a 'second chance' -- received little support by either group for their own campus: a combined total of 5.5% from administrators and 7.3% from faculty. For SUNY community colleges in general, the support was somewhat greater: 15.5% from administrators and 13.7% from faculty. Is the greater support for these images for SUNY in general as opposed to one's own institution an example of, "Let someone else do it"?

The faculty in the study seemed to experience some tension regarding open access judging from their responses to an open-ended question about the future of SUNY's community colleges. Of the 36% of the faculty who wrote comments, 15 of them mentioned open access in some way. While a few of the comments were supportive of open access, the more typical comment indicated a desire for a more academically able student and a skepticism about the value of completely open access. For example, we have such comments as these:

> "I think far too much of [the] community college's resources are spent in remediation. Much of what we, out of necessity, do should have been accomplished either on the secondary level or at an institution . . . prior to matriculation."
>
> "The most serious problem we face is the large number of students not doing any meaningful amount of work on homework. I believe one reason for this is the completely open admissions coerced by Albany [headquarters for SUNY central administration], robbing the student of any pride in being accepted."
>
> "I am concerned about lowering entrance standards. I am wholeheartedly in favor of the 'open access' idea, but do students with 3rd grade reading levels belong in any college?

In comparison, while five of the administrators alluded to access, it was always in a positive vein and never critical or questioning. For example, we have the following:

> "The community college may be the best vehicle for improving access to higher education and for upgrading educational skills. It should certainly strive to do so."
>
> "Ideally, the community college must retain open access for a lot of reasons including the obvious evolution which is occurring in the public and private universities."

How can we interpret these differences? Perhaps for senior-level administrators, open access and its corollary, remedial programs, do not provoke the same concern as they do with faculty because the administrators don't have to be in the classroom contending daily with the results of an open admissions policy. The view from the top is almost always different than the view from the trenches.

The other two images somewhat linked to the component of open access were "Excellence in Teaching" and "A Student Oriented Institution." Not surprisingly, faculty were most enthusiastic about the image of "Excellence in Teaching," both for their own campus (32%) and for SUNY community colleges in general (35.2%). Administrators were certainly supportive of this image, but to a lesser extent: 23.3% for their own campus and 17.8% for SUNY in general. Perhaps that is because promotion of such an image would be far more beneficial to the status and ego of faculty than of administrators. As regards the image of "A Student Oriented Institution," I found it both intriging and surprising that so few administrators and faculty supported this image: fewer than 7% of the administrators or faculty preferred this image for either their own campus or for SUNY community colleges in general.

While the component of open access gets little support (in terms of choices for preferred images) from either administrators or faculty, the other two components (comprehensive curriculum and community/local orientation) receive more support. However, faculty are more supportive of the images reflective of the component of the comprehensive curriculum while administrators are more supportive of the image pertaining to the community orientation component. Most likely, these preferences fall out as they do because faculty are more immediately concerned with the curriculum than are administrators. Also, senior-level administrators would tend to concern themselves more than faculty do with the external relations of the institution, its ties to the community.

In sum, then what can we conclude about "insiders'" attitudes toward the community college from all of this?

1) First of all, those within the institution basically support the status quo: the direction of the community college as an institution with a comprehensive curriculum, providing transfer programs, vocational training, and community service.
2) While not desiring that the community college become a more educationally elite institution, those within it do not want its open access policy to be its dominant quality or characteristic in the public's mind.

These are not earthshaking conclusions. What they do add to the critical debate about the social role of the community college is to indicate that those within the institution seem to believe in what it is currently doing: providing an opportunity for community members to receive some college-level work and some occupational training. Leftists may decry these efforts as politically insignificant, and Rightists may denigrate them as educationally lacking, but most community college faculty and administrators -- in SUNY at least -- will continue to function (and I think function well) in the institution that does indeed offer "something for everybody." How long it can continue to do so with the funding concerns prompted by today's economy and with competition from other sectors of education is debatable -- but that is a topic for another conference.

Comments on Paper Delivered by Professor Barbara Townsend (October 10, 1986)

The Social Role of the Community College
A Conversation in the Disciplines, Co-sponsored
By Broome County Community College and SUNY
at Binghamton, October 10 - 11, 1986

Holiday Inn, Binghamton, New York

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I would like to thank Professor Townsend for her interesting research which so well defended the community college in its present configuration. And I have some general comments about the social role of the community college and the critics of this institution.

Dean Steven Zwerling has said:

> Not only is maintaining the social hierarchy a primary function of the community college, but the community college is also remarkably effective at the job. It takes students whose parents are characterized primarily by low income and educational achievement and slots them into the lower ranks of the industrial and commercial society. The community college is in fact a social defense mechanism that resists changes in social structure (Second Best: The Crisis of the Junior College, New York: McGraw-Hill, 1976:xix).

Now, Zwerling cannot seriously assert that social structure has changed so profoundly in America as to really yield mass upward social mobility exclusive of the community college experience. Such a view is rejected in all the major mobility studies. Apart, therefore, from the nonexistence of mass "changes in social structure", one in agreement with Zwerling's conclusions might accept the view that upward social mobility (itself a shorthand expression for the persistence of social inequality) is; a) the measure and aim of all education and, b) that it occurs more or less regularly in social spheres other than the community college. in accepting this view we might also buy into the notion (naive, arrogant, elitist or otherwise) that employment among the "lower ranks of the industrial and commercial society" -- e.g., computer repair, para-legal, nursing, respiratory therapy etc. -- is undesirable and inegalitarian. This would be the case if such workers were paid less than judges, attorneys, and physicians etc., as they are in this society. And that merely reflects extant social structure as expressed through all standard prestige-ranking scales. But, we could reasonably query many critics of the community college; "When your computer breaks down, who repairs it?", "Is that Hispanic-American nurse tending to your son's compound fracture in the emergency room performing socially necessary labor?", "Is regular respiratory care for your emphysemic uncle a warranted social contribution?" etc.

In 1947, J.D. Bernal, the late Professor of Crystallography at the University of London had already remarked on the centrality and basic social necessity of both scientific-technical training and literacy (even among nonpractitioners) as sine qua non for rational social development in the period of the scientific-technological revolution. (Bernal, J.D. The Freedom of Necessity, London: Routledge & Kegan Paul, 1949). (Even theoretical physicists require synchrotron repair.)

Along with Zwerling, another of the important guideposts to the current critique of the community college is Professor Tinto, who (based upon the scarcity postulate...i.e., there are only so many students) attacks the 'upstart' community college because of the "substitution effect". In essence, Tinto blames the community college for pulling low income students away from four-year colleges (Tinto teaches at Syracuse University) and he is upset that we do this (Tinto, Vincent. "College Proximity and Rates of College Attendance", American Educational Research Journal 10: 273-293).

Many of the major studies (e.g., Monk-Turner, Anderson, Velez etc.) (Monk-Turner, Elizabeth. 1983. "Sex Educational Differentiation and Occupational Status." Sociological Quarterly 24: 393-404, Anderson, Kristine. 1981. "Post-High School Experiences and College Attrition." Sociology of Education 54: 1-15, Velez, William. 1985. "Finishing College: The effects of College Type." Sociology of Education 58: 191-200) conclude that, after controlling for students' SES, the community college still provides lower quality pre-baccalaureate and university parallel education and is educationally deficit-ridden in other areas. However, many of these same studies eschew, neglect or ignore variables such as occupational characteristics and educational attainment (Anderson, 1984), aspirations and high school record (Monk-Turner, 1983) etc. which are also, not surprisingly, mediated restatements of SES and social class -- as are also the very internal structures, teaching loads, administrative sponsorship and financial support and faculty pay scales (in general, the academic division of labor) at all levels of higher education (on the continuum from Erie Community College to Harvard).

Perhaps community colleges should be provided with more resources, reduced teaching loads, better pay etc. After all there is no scientifically warranted nor historically required and neccessary connection between a $28000 per annum salary for a starting university level assistant professor who teaches two courses per semester, does research and publishes and a $16000 per annum salary for a starting community college instructor who teaches five courses per semester and who might teach three additional overloads per semester (potentially lessening overall quality of service delivery, with its possible relation to the attrition question) for a total of $20000 per year just to make ends meet.

Let us remember that the open admissions community college, as a genuine aspect of the democratization of American higher education, (like the earlier post-World War II GI Bill, which led to the creation in 1948 of the Erie County Technical Institute -- later, Erie Community College) brought into the tertiary level students who would, otherwise, have never gone to college. In many quarters this has been part of the general struggle against racism and sex discrimination and for increased levels of working class participation in higher education. And despite even community college reticence about its role as an open access college, we must view this open access in contrast to current anti-democratic calls for the spontaneous re-institution of standards and the re-insinuation of the elite character of higher education. Minority and working-class students may have to fight hard to hold on in community colleges (and struggle to preserve open admissions, as well) against the backdrop of intensified economic crises and their educational impact on middle class students -- which force the latter to look more favorably upon these colleges entry points into higher education.

Finally, I think that we in the community colleges ought reasonably to ask; "Why are we in the bell jar?", "Why are we under the microscope?", "Why are we coming in for such close scrutiny?", "And why now?"

In Brecht's play, Galileo, the people snatch the telescope from the hands of the great astronomer and turn it on their tormentors; princes, nobles, church. Perhaps we ought to study university faculty and administration and educational policy leaders. I suspect that, even early on with Clark (Clark, Burton. "The Cooling Out Function in Higher Education," American Journal of Sociology, 1960, 65: 569-576) , Pincus (Pincus, Fred L. "Tracking in Community Colleges," Insurgent Sociologist Vol. V, No. 1, Spring, 1974: 17-35) and Trimberger (Trimberger, Ellen Kay. "Open Admissions: A New Form of Tracking?," Insurgent Sociologist, Vol. IV, No. 1, Fall, 1973: 29-42), the economic context was (and is) lurking in the background --though lately, more in the foreground --as the real secret heart of the current critique of the community college. This may now become more obvious with the enrollment and retention crises, perceived as functions of underlying fiscal and economic crises, bearing heavily on all higher education. Could it be that current calls for community college re-structuring and the general attack on this institution (presently so embattled in the literature) are actually wails of academic self-defense emanating from the universities as misplaced responses to general economic decline, militarization of the economy and concomitant reduction of support for public higher education?

Wouldn't it be better if all sectors of higher education cooperate in working for increased support at all levels with a companion call for winding down the arms race? We might begin at the polls this November.

The Humanities and the "New Student": Some Possibilities for Social Transformation

L. Steven Zwerling

Overview

The issues are stark. The role of education in America is once again undergoing reexamination. This time, officials with substantial power to write and rewrite public policy are questioning the effectiveness of public education. All interventions of the last five decades from open access to bilingualism to pre-school efforts to student aid are under scrutiny--some would claim under threat.

Perhaps no more dramatic and fundamental is the current excellence debate. Critics challenge educators, appropriately, to look at their curricula (they are in "disarray" it is claimed), their general education offerings (they are virtually non-existant it is claimed), at the communication and computational skills of students (in decline it is claimed).

Less often in this debate does one hear voices calling out about issues of equity. Harvard's core curriculum may have undergone reasonably successful revision, but what about predominately-black Lawson Community College's curriculum? The occupational chances may be bright for computer science graduates of the California Institute of Technology, but what are the chances for young people and adults without complete secondary or post-secondary educations?

In earlier decades, those without adequate formal education could find employment in manufacturing, in public works--road building, electrification projects, subway construction. With their muscles and effort, people could provide for themselves, their families--especially for their children by encouraging and enabling them to go to and stay in school.

Today there are few such jobs. The relatively few blue collar jobs still existing are often only open to guild or union members. Even entry level positions in today's service economy require the skills one acquires via schooling--communications and analytical skills, keyboard competency, customer relations skills. Access to better jobs, to careers requires higher-level competencies acquired only via more extensive schooling--computer skills, critical and analytical thinking, a quantitative and technical orientation, interpersonal capacities.

Thus we must pay special attention to the destiny of minority and low socio-economic status people who traditionally get less than an equal share of schooling, especially a less than equal share of the kind of schooling now required for mobility in our information society.

Access is under attack and this certainly needs to be resisted for its own sake. But access in this context is not enough. Excellence is a legitimate issue as well. To gain the skills needed for a chance to be occupationally and personally mobile, both the kind and quality of education counts as much as access to education.

The challenge today is how to synthesize access and excellence and thereby provide people with access to the right kinds of high-quality schooling.

It may not be overly dramatic to say that the success of our democracy may very well rest on how we confront these issues. The failure to do so will doom literally millions of people to live their entire lives outside the mainstream of the economy.

Now how does this relate to my subject? More specifically, how can community colleges, through their humanities offerings, play a democratizing role in higher education?

In brief, here is an overview of my position: Traditionally, an immersion in the humanities has been available to the children of the elite at selective colleges and universities. The lower classes, if they studied at all, studied vocational subjects. At most they took a course or two in the liberal arts.

Further, though general liberal education has usually been defined by what it is not--not specialized, not vocational, not occupational--it ironically turns out to be of more practical value than vocational studies. Though of course the children of affluence begin with many advantages, a liberal education is a "value-added" education even for them. The current opportunity structure is such that the competencies best engendered via the humanities are the ones required for entry-level positions as well as ultimate career success.

Thus, if the new student clienteles who begin their higher education at the community college are to receive both a liberating and practical education, the humanities must articulate an even more ambitious agenda than currently contemplated as it is only through liberal studies that students can acquire those skills they need to have a realistic chance to begin and then develop careers.

There is also a further agenda for the humanities at community colleges. In addition to this very practical, even politically attractive role, there are more traditional, more intrinsic opportunities for those of us who care about the humanities.

The bottom line here, then, is that the humanities at the two-year college can be very compatible with current bottom-line higher educational realities as well as play a comprehensive role in in the lives of all students in this most comprehensive of institutions.

First a little background to set the context for this comprehensive mission for the humanities.

The Context

Today's community colleges barely resembles the junior college of earlier generations. Its mission has expanded; in many ways it has become a new institution. A test of this is the fact that familiar definitions no longer apply. We can no longer seperate the traditional functions of the community college as neatly as in the past--into collegiate, career, compensatory, and community divisions. How does one classify an adult who works full-time and attends intermittently, initially taking skills course and then credit courses in business, getting and A.A.S degree in computer technology, and eventually transferring to a four-year college? In effect this student fits into all four categories.

How many students take two years to complete work in the "two-year college"? How many "transfer students" actually transfer? How many "terminal students" terminate? Why is it that more than half the students who transfer were from among the college's "terminal students"? Why are there now more "reverse-transfers" than "forward transfers"? Clearly the junior college that came into being with an exclusively "college-parallel" curriculum has been transformed.

See if developments of the last decade seem familiar[1]. During the past ten years your college defined its mission as "something for everyone," and in some ways it has become as much a community center as a community college. Courses in How to Make Jello Molds coexist with others in English Literature.

Who should pay for non-credit remedial and continuing education courses has become more of an issue as the source of funding has shifted from the local district to the state legislature. In most states the legislature refuses to support non-credit offerings. Thus, community college have devised strategies to convert as many non-credit courses as possible to credit. The need to offer more remedial courses has also required some adjustments--to keep developmental courses small in size, other courses have felt administrative pressure to swell in enrollments.

As more and more students require financial aid, academic contortions are necessary to design twelve-credit schedules that do not overtax the ability of underprepared students. Credit for high-school level courses, for example, is not uncommon as you have struggled to keep students eligible.

The "traditional" faculty have at times opposed schemes to offer programs off campus or via new modes of instruction--telecourses, correspondence courses, independent study, etc.

To expand enrollments, beyond accepting all who show up for registration, community colleges have become aggressive in their marketing--even setting up information and registration booths in shopping malls. This "marketing approach" has attracted a diverse student clientele. More students are interested in individual courses rather than integrated programs of study. Some step in and out. Others enroll only once and are never heard from again.

Above all, the institution is obsessed by the numbers. The number of FTEs determines the college's fiscal fate. A new formulation, "seat time"--course credit enrollments on a single day during the semester--is another measure of success (or failure). And administrative careers are made (or broken) as the FTEs and times-in-seat are tallied. "Bottom-line-think" also has led colleges to depend more and more on less expensive adjunct faculty--now more than half the sections offered are taught by parttimers.

Staff have come to expect students not to complete courses much less full programs of study. In many urban two-year colleges, fewer than five percent of the students who say they aspire to a degree complete that degree. Rarely are advanced-level courses offered. When they are, they are frequently cancelled due to low enrollment. The fact that students may require them for graduation does not always persuade the administraton it is important to run them.

This emphasis on single courses and the diversity of the student body has contributed to the deterioration of coherent curricula--especially the institution's general education offerings. In the absence of well-conceived curricula, many colleges have taken the opportunity to cut their budgets by dis-investing in counseling and academic advising. Why provide advisement when so many students ("enrollees") sign up for individual courses in shopping centers?

This has led to a disheartened faculty. They have come to feel powerless. Their traditional role as shapers of the curriculum is now largely irrelevant. Their traditional role as guardians of the traditions is unappreciated. Many now, protected by the sinecure of tenure, teach and run, feeling disaffiliated from the institution and its goals.

Does this at all sound familiar? As distressing as this may be, there is still more to say that further darkens the picture.

(Though, recall, I promise at the end to speak also about the exciting possibilities available to humanists who want to exert a counterforce within their colleges.)

There are also significant, less well explored, regressive social consequences that are the product of the newly-shaped community college. Since the early 1970s, a few of us who have written critically of the community college movement have claimed that, in spite of its democratic rhetoric, the two-year college has not contributed to the social progress of its students. Quite the opposite. Much data reveals that the very fact of attending a community college is a liability to students' academic and vocational progress when their rates of achievement are compared with academically and socioeconomically equivalent students who begin their studies at a four-year college. There seems to be something in the culture that sadly impedes students' development.[2]

In addition to the colleges' culture intefering with program completion and ultimate transfer, there is also growing evidence that the community college's much vaunted vocational curricula do not do an effective job in preparing even graduates for entry-level positions much less for later career advancement.[3]

Some of us see these institutional "failures" to in fact be an intended part of the two-year college's historical mission. Until recent years when four-year colleges were concerned about there being too many students for them to absorb, community colleges were called upon to "divert" as many students as possible away from local senior institutions. This was in part accomplished through something Burton Clark called "cooling out"--a process whereby the staff of the two-year college (especially the counseling staff) acted in concert to get as many students as possible to lower their aspirations--to move out of transfer into terminal programs thereby deflecting students away from four-year colleges.[4]

Intended or not, this evidence of institutional ineffectiveness is even more disturbing when one realizes that community colleges are increasingly the college for the disenfranchized. In earlier more progressive years, many four-year colleges made a significant effort to recruit, support, and retain minority students, returning women, the underemployed, students with as yet untapped potential. But as we all know too well, the numbers now tell us that this committment is largely over; funds are at best scarce. When one then looks within community colleges at the distribution, for example, of white and black students among courses and programs, one finds a disturbing kind of academic tracking with blacks for example, underrepresented in the higher-status career programs. The same holds true when comparing the distribution of more- and less-affluent students.

Thus, in these various ways, community colleges appear to play a role in the intergenerational reproduction of the social structure--contributing to the maintenance of current inequities rather than their amelioration as all the rhetoric would suggest.

But there is something further, something ironically democratic about the community college in how it negatively effects all students through the general, pervasive decline in the culture of literacy. This finally brings us closer to thoughts about ways in which the humanities can play an important role in the social transformation of the two-year college and its students.

Several recent works that apply the methods of anthropology to the study of the culture of the community college have noted a climate of expectations among students and staff that works against an emphasis on higher order cognitive skills and processes. Rather than expecting and requiring students to be critical, analytical, synthetic, and original in their thinking and communicating, faculty frequently promote passive forms of learning that emphasize an exchange of prepackaged bits of factual information and the _procedures_ of reading and writing.[5]

Lest one is too quick to place all blame on the faculty for this decline in _critical_ literacy, these observers also point out that the students also are not interested in _higher_ learning: Most characteristically they seek only to satisfy the _requirements_ of courses and programs. Thus, it is claimed, students and faculty "conspire" together to "level down" or "remedialize" the academic agenda for the institution.

There are of course ironies within ironies in all of this--the students who come with a practical orientation, seeking schooling for career-related purposes and interested only in meeting course requirements, these students wind up with a fundamentally _im_practical education (good perhaps at best for short-term results) that excludes those higher-order competencies that most agree are essential to career flexibility and mobility. And the faculty who, through their disciplines and teaching, want to participate in _higher_ education (not just in community service) wind up feeling powerless and demoralized. In this _pas de deux_ everyone loses.

Some Possiblilities for Social Transformation

If what I've described has the ring of familiarity, what role can the humanities play in the retransformation of the contemporary community college? Actually, I'd prefer to phrase the question somewhat differently: What role must the humanities play so that students can experience education as more than simply memorization and recitation? What role must the humanities assume to draw students into the culture of higher learning and therein develop those critical literacy skills that are necessary to personal and professional liberation?

What we need is an agenda for leveling-up institutional expectations. Even the career program faculty know that their students are doomed to deadend jobs if they cannot read, write, and think critically about their work.

This is not just a call for higher standards, which in fact is usually more a euphemism for excluding the underprepared and cooling-out those deemed inappropriately ambitious. My call rather is for an inclusive form of education, centered around liberal studies, for all the "new" students for whom the two-year college is the most available, most realistic option.

There have of course been recent attempts to restore the humanitities to the two-year college. In some states, the legislatures have tied continued funding to the imposition of liberal arts requirements. There is the growth of this organization and the theme of this conference. And there are a number of noteworthy efforts at individual colleges around the country. Too few to be sure, but important to know about--at Miami-Dade, at the Community College of Philadelphia, at Los Medanos.

Unfortunately, however, there are also a number of trends in the humanities that at first appear to be progressive but upon closer examination contribute to more segregation and inequality.

The first of these trends attempts to enrich the humanities experience for students in career programs. On many campuses, faculties are reluctant to institute requirements, knowing that many students will avoid them by taking only career-related courses and then leave college for a job without completing their degrees. The alternative, then to bringing students to humanities courses is to bring the humanities to students in occupational programs. At the State University of New York, they call this the "infusion approach." Via this approach, one finds "humanities modules"--two- to three-week segments inserted into vocational programs: Spanish for medical assistant students, French for restaurant management students, the "Role of the Automobile In American Society" for auto mechanic students, etc.[6] These kinds of modular sections offer the patina of higher learning while obviously avoiding the challenge and rewards of its substance.

A second regressive approach to the "revival" of the humanities adds to the kind of tracking within community colleges mentioned earlier. In recent years, many liberal arts faculties have developed proposals for honors programs as a way to attract and retain higher-ability students. A number of California community colleges, for example, have teamed up with neighboring university centers to launch so-called "redirection programs"--honors programs set in the two-year colleges to attract university applicants who are thereby redirected to the junior college as part of an effort to control enrollment growth in the four-year institutions. These proposals for honors programs usually include a reallocation of resources away from the broader student body toward these new preferred students--in effect a kind of redirection of resources and concern within the junior colleges from the less-able to the more-able students. Sadly, these proposals usually do not include ways to discover and develop the hidden potential of the colleges' traditional student body so that they too might benefit from these enriched programs. More typically, in fact, one finds a growing percentage of the traditional student body confined to "terminal general education" and remedial programs--both largely staffed by the humanities faculty not invited to teach in the emerging honors efforts. These terminal general education programs first appeared in the 1930s and were designed for students who would never go on to the higher learning--junior/senior status at four-year colleges. Though out of favor during the more egalitarian-minded 1960s and 70s, they are now in a state of revival at many community colleges. Ironically, vocational programs used to serve as the lowest track within the junior college with the liberal arts transfer track the most selective. Today the reverse is true with the liberal arts program more and more the place to "hold" students waiting for places to open in the more prestigious career programs. Some would claim that the genral education program is often now a new kind of remedial ghetto where cooling out in its classic form takes place--but this time with a new twist as students are cooled-out of their "unrealistic" vocational (rather than academic) ambitions into an ersatz form of the liberal arts.

A more progressive, inclusive agenda for the humanities would take on very different kinds of configuations. In that spirit, what

I propose are multiple forms of humanistic study each set in curricular structures that are appropriate in different ways for different kinds of "new" students commonly served by the two-year college--full-time traditional age students enrolled in either career or transfer programs; young-adult part-time students who return to school to seek degrees and/or enhance their career chances; older adults who enroll periodically, taking courses for recreational or more profoundly intrinsic reasons.

Many tradition-age students begin their undergraduate studies already rather well cooled-out by previous school experiences. Often they have participated in remedial programs. Often they have already been deemed "sparrows" rather than "bluebirds" and have come to see themselves as "destined" for failure or at best marginal forms of academic and vocational achievement. But if we believe that human potential is a least reasonably equally distributed among all peoples, than many of our sparrows are potentially bluebirds.

For these students the humanities can play a decisive role in their awakening and development. To play a progressive role, curricular structures themselves have to be progressively ordered--it is minimally essential that community colleges commit themselves to offer and run sequential offerings through at least the intermediate level. This is an important institutional symbol of belief in students' movement across the semesters--it shifts the focus from individual courses to courses of study.

With curricular sequences in place, through both the content and methods of their disciplines, humanists can more consciously make a committment to a kind of student involvement that encourages personal transformation. I am attracted to Jack Mezirow's notion of "perspecitve transformation," a process that leads students to see how they may be trapped in their own histories and may, without a major effort, be destined to relive that history.[7] Carefully considered forms of teaching can help students become critically aware of the cultural and psychological assumptions that have patterned their lives. In this way their perspectives can be transformed and other possibilities for their lives can manifest themselves.

Another useful approach to what might be called "reconstructive teaching" is Zelda Gamson's elaboration of "liberating education."[8] To be liberating, an education must be rooted in experience. An education that is grounded in students' experiences both validates those experiences and enables students to establish linkages between what they already know and what they need to study. For the disciplines to avoid being merely academic and thereby drive away students, they must "reach down into their (own) struggles with life and show students how these struggles can illuminate what they experience themselves."[9]

This approach does not, however, focus primarily on the self--it moves quickly beyond the self to what others in other times and places have experienced and to modes of analysis and understanding. A liberating curriculum, carried out with methodologies designed and committed to students' transformation, "moves back and forth between awareness and application, engagement and detachment."[10] It is an education that seeks to heat-up rather than cool-out. It is also an approach, frankly, that heats-up and transforms the faculty. And it is an education ideally suited to working with traditional-age community college students who respond immediately to its personal force and need to experience its transformational power.

For a second group of community college students, young adults who attend part time and seek either degrees or clusters of courses primarily for career-related purposes, for these students the humanities have, in my view, a different role to play. These students often have had some previous college experience; indeed, many so-called "reverse transfer" students already have undergraduate degrees and enroll in two-year colleges for a particular form of specialized education. Most work full time. Many have moved from job to job, seeking more. Some have already come to sense that their education lacks the breadth they now see to be important to their careers and to leading fulfilled lives. To be sure, at this stage in their lives, career interests are still central, but as they attempt to negotiate their way into management positions, they are discovering that those people who are most mobile, who move the fastest, have something in their academic background that is missing in their own. They are ripe, therefore, for an experience in the liberal arts that does at least one of two things--first, either provides a curricular stream that helps them acquire those generic skills that have direct professional application or second, provides a curriculum that enables them to fill in the gaps in their educational background. The first is process rich; the second rich in content.

The fullest expression of the former, the generic-skills or competencies approach, has been the attempt to foster writing across the curriculum. There is a grat deal that is attractive about the idea of giving as much emphasis to competency as content--especially when working with career-minded adults. But in the traditional approach to a competency-based education, the competencies themselves that undergird the curriculum often seem too abstract and alienating to students with a practical orientation. The traditional list includs the competencies of "abstract logical thinking," "critical analysis," "historical consciousness," "values," "understanding numerical data," "international and multicultural experiences."[11]

A more attractive approach, hopefully an approach with equivalent integrity, would emphasize a broader range of competencies that are essential to a person's being successful in life--in careers, as citizens, as members of a family. I would organize these in three clusters--intellectual and cognitive skills (logical, critical, analytical thinking; communicatins: verbal, written, non-verbal; information and data acquisition, manipulation, and retrieval; multi-dimensional thinking; values formation; etc.), interpersonal and political skills (decision-making; advocacy and persuasion; subordination, management, and leadership; networking; "getting-along" skills, etc.), personal and affective skills (risk-taking and moxie; flexibility and adaptability; the ability to handle ambiguity, uncertainty, and crisis; human understanding; spontaniety, playfullness, and creativity; self-motivation; self-evaluation, correction, and control; passion and committment, etc.)

Assuming my list of the competencies for success at least gets us started, one then needs to ask which of these are appropriately taught? And which of these are the rightful preserve of the humanities? Most is my answer to both questions.

This approach in both credit and non-credit programs, for both adult students seeking degres and others, serves a progressive, reconstructive agenda as well as going beyond the usual goal of the "basics movement." This list of competencies, laced into liberal studies courses and programs, lifts the usually limited basics approach from something instrumental to something transformational as it gets us all thinking about the actual things that make people powerful and points to ways in which we can teach them to our students.

For those younger, practical-minded adults who wish a content-rich curriculum to fill in gaps in their educational backgrounds, there are also challenges to the humanities faculty. When discussing curricular issues here it is useful to be realistic and acknowledge that these students are not necessarily seeking degrees (quite a few have them already) and most will enroll intermittantly. The usual curricular response is really no response at all--give students the schedule of what's available in any given semester and let them take anything they want. To be fair, no matter what one might construct, this haphazard pattern may still turn out to be the dominant reality. But there are opportunities to educators to provide alternatives.

Humanities programs for intermittant students can consist of related groups of courses that stand alone. These clusters do not necessarily have to be connected to degree programs. They only need to be connected to each other in meaningful ways over a number of semesters--in chronological groupings, around themes, about problems. They can be organized in more or less traditional academic configurations, in interdisciplinary arrangements, or by genre. None of these forms are mutually exclusive. Successful programs can be structured according to more than one organizational principle. For example, the theme of "culture" can be approached chronologically through a series of interdisciplinary courses and seminars.

Adults often prefer a problem-centered curriculum in which academic content is framed by issues that are vital to their lives. It is not difficult to shape a series of interdisciplinary humanities courses that over a year or two would trace the human endeavor to consider such issues. History, philosophy, literature, psychology, for example, compatably lend their methods and discoveries to this kind of structure.

The problem-centered approach is also the most progressive as the best issues emerge from the experiences of the students themselves. Adults, we all acknowledge, are different than traditional-age students because of the richness and diversity of their lives. If we can find compelling ways to draw upon that experience in curricular forms carried out in discussion-rich classes, these students at community colleges will discover ways to take more control of their lives.

Malcolm Knowles calls this "andragogy." It is based on the assumptions that adults are self-directing (or at least will become so quickly in the proper learning environment); that adults become ready to learn when they experience a need to know or do something; that adults enter an educational activity with a life-centered, task-centered, or problem-centered orientation to learning; that adults are more intrinsically motivated than younger students.[12] These characteristics of adult students make them ideally suited to an approach to the humanities that seeks to encourage personal transformation.

The third kind of student one typically encounters at community college is the older adult who takes courses for purely personal reasons--for recreation, to be with people, to find meaning. Few pursue degrees. Many actually have degrees but seek to reexperience the liberal arts now that they are "old enough" to appreciate them. In a sense they seek a liberal re-education. They seek to make more sense of the world, to find a framework within which to understand human history, to confront the big questions about the meaning of life. They are at a stage in their lives when it is important to find ways to integrate their own personal histories. In short, they are the kind of students humanists dream about encountering.

But too often, what we offer them trivializes our mutual aspirations, and appropriately the recreational courses we offer these adults are mocked by other educators and not funded by state legislatures. If among these students there are some seeking an integrated experience, we should respond with more than courses in social dancing and knitting. Why not a four course sequence in Western Civilization--"The Classical World," "The Middle Ages and the Renaissance," "The Making to the Modern World," and "Modern Times"?

Some would respond that these kinds of courses would never get off the ground--no one would enroll--even though we would love to teach them. That response presupposes a passive institutional role. If there are adults who are motivated as I have suggested then we need to develop the appropriate programs and make them known to these people.

Up to this point, most institutional marketing has been general--the institution itself is what we market. Only the most sophisticated colleges "segment" their potential student markets and then market directly to each of them. What I'm suggesting has its bottom-line side (more enrollments); but it also takes into consideration that the humanities, in their various forms, are the most powerful, most important kind of higher learning--and thus marketable. They are vital to people at all stages in their lives. They can help people transform their lives as they are the most practical and most transporting form of learning. That's what we should communicate. That's what we must "sell" to people.

I'm frankly tired of hearing all the moaning and groaning about the decline of the humanities and feeling the sense of powerlessness so many humanists express in the face of the "triumph" of career education.

Let's get off our you-know-whats and assert what we know--only the humanities can change people's lives.

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STATE UNIVERSITY OF NEW YORK

REPORT
# of the
CHANCELLOR'S TASK FORCE
on
COMMUNITY COLLEGES

JULY, 1986

EXECUTIVE SUMMARY

In many respects, this Task Force Report is as remarkable for what it does not say as it is for the significant recommendations that are made throughout. Like the preliminary findings in Senator LaValle's study on the SUNY Community Colleges, the findings of the various Task Force Committees did not identify an overwhelming interest in changing the state-wide structure within which SUNY community colleges operate. In other areas of recent interest, the Task Force found no major system-wide dissatisfaction with the length of terms of trustees; nor did it receive any strong indication from many campuses regarding the need to change the present chargeback system. There was no major thrust to address a variety of other existing local community college issues that may have been of more concern to a small number of colleges than to the SUNY community college system as a whole.

On the other hand, while some of the recommendations in the areas of funding and governance were not unanticipated, a number of other recommendations relating to the need for stronger SUNY Central staff support for community colleges as well as the need for a stronger, more formal relationship between SUNY and the community colleges were somewhat stronger than originally anticipated. Certainly the quest for a clearer understanding of the role and responsibility of the Office of Community Colleges in relationship to the individual campuses and within SUNY was a persistent question that was not anticipated at the start of this study. There was also a repetitious and critical theme that suggested that under the present system there was clearly no statewide central point of accountability for the SUNY community colleges.

In Chapter I, which is focused on the area of governance, the two most critical areas identified are related to the power and authority of local boards and different forms of external governance that local boards and sponsors might seek. The Task Force recommended that appropriate education laws be changed to authorize the boards of trustees to become the legal employer of all college personnel, with all of the rights and responsibilities, including the responsibility for collective bargaining, that go along with this designation. In addition, the Task Force recommended that there be one method of sponsor funding: sponsor approval of a lump sum for its share of the budget. These two conditions would provide local boards with the autonomy, authority and power they need to minimize potential external political involvement and interference in the day-to-day operation of the colleges and to carry out their overall responsibilities as community college trustees. Trustees, on the other hand, must actively participate and regularly attend Board meetings, and those unable or unwilling to do so should be replaced.

Looking to the future, the Task Force identified the potential need of some of the community colleges, especially some of the smaller ones with relatively modest fiscal and population bases, to seek out other sponsorship options if they are to continue to survive as vital institutions in their communities. The two major recommendations in this area were to extend to other community colleges the option of the regional college or "Corning Community College" sponsorship model and also provide the option to petition to become a state funded/state operated community college under the direct supervision and control of SUNY.

In Chapter II, which reviews the relationships among State University, the state operated colleges and the community colleges, the Task Force identifies some excellent, positive activities related to transfer articulation, along with some significant areas of concern, and makes appropriate recommendations to address these areas. Much has already been done to strengthen transfer articulation between SUNY's two-and four-year colleges. As a matter of fact, the Task Force was pleased to find that, except in some isolated cases related to highly competitive programs, the cooperation between the two-year colleges and four-year colleges was stronger than anticipated. The presence of cooperative activities would tend to strengthen the perception that transfer articulation within SUNY is generally successful. However there were a number of areas identified that should be clarified in order to strengthen the present system. There needs to be a better understanding of obligations of receiving institutions toward community college graduates holding an A.A. or A.S. degree, as distinct from non-graduate transfer students and A.A.S. and A.O.S. graduates. The 1980 SUNY Board of Trustees Policy related to the transfer of students needs to be reviewed and revised.

A major theme in Chapter II also appears in Chapter III – the need for SUNY Central to provide significantly more resources, coordination and information in a number of areas. While some other states have had statewide follow-up studies of community college graduates for years, SUNY has not provided leadership in doing this nor has it worked on developing a system of regular, systematic feedback to community colleges on the progress, success or failure of community college graduates at SUNY upper division colleges. This lack of centralized information and accountability for community college graduates is unacceptable and the need for such an information system is essential and long overdue. Chapters II and III of the Report provide specific recommendations on these and related areas.

Chapter III identifies the need to establish a mechanism outside the regular funding formula that would allow the community colleges to compete for funds to address their highest priority needs, many of which cannot be addressed in the regular budget. The Task Force recommends the establishment of a $5,000,000 annual Program and Services Quality Improvement Fund (PSQIF) to support quality improvements to community college programs. The funds would be distributed on a competitive basis. The strength of this proposal is that it allows the colleges to identify and compete for funds in order to meet their highest priority needs.

Chapter III of the Report emphasizes the need for SUNY to establish accessible graduate programs for community college faculty and staff. The Task Force recommends the establishment of a community college research center and the creation of an endowed chair for distinguished community college faculty which supplements the recommendation in Chapter II for SUNY to become more active in promoting a faculty exchange program among SUNY's two-and four-year colleges.

The proposal on funding, outlined in Chapter IV of this Report, provides a clear direction for SUNY and the community colleges to focus upon next year. It suggests a change in the funding formula that makes provisions for colleges to receive either 40% of their approved operating budget or the formula amount, whichever is greater. The Task Force recognized the potential need for a cap on the combined amount of base and supplemental aid to accompany this proposed funding option, but while a state aid funding cap of 50% of the operating budget was discussed, it was recommended that a more detailed impact study be completed before a specific cap to the formula could be recommended.

Chapter IV also highlights the fact that even as this study was being conducted some legislators in both the Senate and the Assembly were working on reviews and proposals focused on community college funding.

In conclusion, this Task Force found evidence of many positive relationships between SUNY and the thirty SUNY community colleges. It identified an urgent need to change the state aid funding formula and several key portions of the governance structure in terms of board of trustees and sponsor authority and control. The Task Force also suggested that there may be a need to make provisions for some of the community colleges to seek an expanded regional base for support or to petition for a state takeover of the colleges. However, there was little interest expressed in changing the present community college organizational structure within the SUNY system. There was a clearly expressed need for more services from SUNY ranging from coordinating a regular statewide graduate follow-up study to providing fiscal support to improve the quality of programs on community college campuses. The recommendations of the Task Force, if implemented, should help alleviate the perception that, excluding the budget and curriculum approval, there is no statewide central point of accountability for the SUNY community college system.

The implications for SUNY are clear. There is a need for SUNY to rethink its responsibilities and relationships to the thirty SUNY community colleges. Does SUNY wish to continue its role as a "coordinating" agency or should it become more active in a variety of areas? Certainly SUNY cannot address many of the recommendations in this Report without taking a more proactive role in all of the areas addressed. If the funding formula is to be changed, it is essential for the Chancellor and his staff to be in the forefront of these changes. The same is true for the recommended changes in the governance structures of the college. For the recommended changes in delivering and coordinating a wide variety of services to the community colleges, SUNY will need to reallocate present resources.

This Task Force has clearly identified specific problems and concerns that create both present and potential barriers to SUNY community colleges in their pursuit of excellence and the delivery of quality service. A number of these concerns have been identified in prior reports. If the recommendations of this Task Force are to be given serious consideration and successfully adopted, SUNY leadership is vital.

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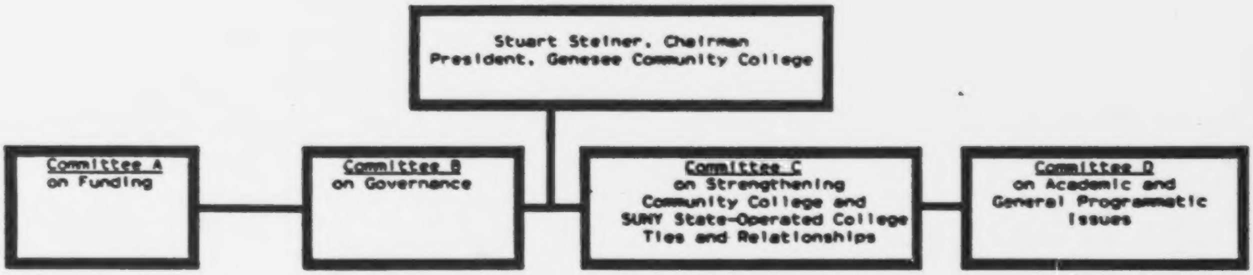

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ACKNOWLEDGMENTS

Many people have invested large blocks of time in order to take full advantage of Chancellor Wharton's invitation to identify the major issues and concerns of SUNY Community Colleges today and to make appropriate recommendations to address these issues.

The Task Force members and Resource Personnel listed in the Report are not only outstanding professionals and business people, but have been extremely active participants and contributors to the Report. For example, all but two members attended the second meeting of the entire Task Force, and one of them was in the hospital.

However, special thanks and recognition for the successful completion of the Report must be focused on four individuals who, at my request, willingly and enthusiastically took on the task of chairing the four major committees of the Task Force: Dr. Joseph Hankin, President of Westchester Community College; Dr. Sean Fanelli, President of Nassau Community College; Dr. Donald Donato, President of Niagara County Community College; and Dr. Donald Beattie, President of Broome Community College. All did exceptional jobs of providing the quality leadership necessary to finish the investigation and presentation of this Report on schedule in approximately six months.

In addition my appreciation is extended to Georgia MacNeil, Chairman of the Tompkins-Cortland Community College Board of Trustees and President of the Association of Boards of Trustees of Community Colleges of the State University of New York, and Wayne O'Sullivan, President of the Faculty Council of Community Colleges, for serving with me and the Committee Chairmen as a Task Force Steering Committee.

The secretarial staff in the Community College Office has provided superb support in handling a constant flow of requests from Task Force Committees and the Steering Committee and arranging regular Task Force meetings. Thanks are also extended to Helen Monachino and Dolores Mistretta in my office for taking on one more job in a long line of extra tasks. The Task Force is also indebted to Charles Schulze of Westchester Community College for the special assistance he provided to the Task Force Funding Committee and to Dr. Larene Hoelcle of Genesee Community College for her help in coordinating this Report. And last, but far from least, are a very special thanks to Dr. Freda Martens, who was the hardest working "volunteer" any committee could have and, aside from attending all sessions, made a major contribution to our study by highlighting and summarizing the major findings of ten prior reports that have some focus on community colleges.

It was truly a pleasure to have had the opportunity to work with such an outstanding group of individuals on this Task Force Team.

Stuart Steiner, Chairman
Chancellor's Task Force on
Community Colleges

INTRODUCTION

On August 28, 1985 a "planning committee," consisting of the Acting Deputy to the Chancellor for Community Colleges, the President of the Association of Boards of Trustees of Community Colleges, the President of the Faculty Council of Community Colleges and the President of the Association of Presidents of Public Community Colleges met in Albany at the request of Chancellor Wharton. Chancellor Wharton asked the Community College office to coordinate a committee to review and make appropriate recommendations in response to the recommendations on the SUNY community colleges made in *The Challenge and the Choice*, the Report of the Independent Commission on the Future of the State University. While community college issues were not the major focus of the Commission study, its review of the SUNY community colleges resulted in several general, but significant, recommendations with potentially broad implications.

Chancellor Wharton recognized that there was a great interest and desire among the community college campuses to take a serious look at the key recommendations, and his directions to the planning committee were to review carefully the report and indicate to him whether they wanted to do an extensive review of the recommendations as well as to consider other current community college issues. The planning committee responded in the affirmative and the committee members unanimously recommended that the Chancellor appoint a committee to study not only the recommendations of the Independent Commission but also other issues and concerns of the SUNY community colleges that were deemed appropriate. In November the Chancellor appointed the members of the Task Force and the SUNY resource staff members. The Chancellor named Stuart Steiner, the President of Genesee Community College, who was serving as the Acting Deputy to the Chancellor for Community Colleges, as the Chairman of the Task Force. The first meeting of the entire Task Force membership was held on December 20, 1985.

Given the size, nature and broad interests of the Task Force, it was determined that it could be effectively structured into committees. Four committees were established, each chaired by an experienced community college president. Joseph Hankin, President of Westchester Community College, was named Chairman of Committee A on Funding; Sean Fanelli, President of Nassau Community College, was named Chairman of Committee B on Governance; Donald Donato, President of Niagara County Community College, was named Chairman of Committee C on Strengthening Community College and SUNY State-Operated College Ties and Relationships; and Donald Beattie, President of Broome Community College, was named Chairman of Committee D on Academic and General Programmatic Issues.

Subsequently there were two additional full Task Force meetings, and over a dozen and a half Committee and Steering Committee meetings. A number of surveys were conducted and public hearings held by the various Committees to help generate input from a broad range of people.

The most difficult job that the Task Force faced was to keep focused on major statewide issues and concerns, since at the outset various groups and individuals perceived the Task Force to be a mechanism to address particular concerns of interest to only one or two campuses, or to address consideratons that were not judged to be broadly based, state-wide issues. In addition, some people felt that the Task Force report would be a good mechanism to restate the importance of community colleges as well as to reemphasize the types of support the colleges need to provide to a variety of their constituencies. In the end the Task Force adhered to the strong direction that it focus its recommendations on statewide issues which result from barriers that could be overcome in a clearly definable manner.

It is within this framework that this Report is written.

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CHAPTER I

GOVERNANCE

OVERVIEW

The extent to which a college achieves a degree of excellence in accomplishing its mission and maintaining its academic integrity is due, in large measure, to the governance of the institution.

The complexity of the governance process requires the establishment of effective relationships between the college and the sponsor, and between the college and the State University, as well as a better definition of the role and responsibilities of community college trustees. Within a college the internal governance process must also foster relationships that promote the accomplishment of the college's mission. While many aspects of the authority and responsibility for each participant in governance are defined in law, they are not uniformly interpreted by the sponsors of community colleges.

The statutes organizing community colleges created decentralized colleges within a centralized university. While most community colleges have a single county as a sponsor, several have two counties as sponsors, one has a city as a sponsor and one college has a community college region with three counties participating.

Not all counties support their community college in the same way or to the same extent. The locus of authority for community college budget approval can vary from county to county depending upon the form of local government. In addition the sponsor may elect one of three modes for the fiscal operation of the college. These modes are known as Plans A, B and C. The greatest fiscal autonomy exists under Plan C and the least under Plan A. Plan C permits lump sum appropriations, but this plan is implemented with varying degrees of flexibility from county to county. Plan A colleges have line item budget approval and detailed pre-audit of individual expenses. All of these factors contribute to the confused and conflicting application and definition of authority and responsibility in governance.

Since the start of the community college system in New York State in 1948, matters of governance have been of concern. No less than ten studies, as noted in the section on Funding, have examined community college governance issues, and each resultant report contained recommendations concerning improvement of the governance of community colleges.

The Governance Committee identified several major issues to study in detail. The first major issue that emerged concerned the relationship between colleges and sponsors. In a number of colleges the sponsor has assumed substantial authority and responsibility over day-to-day college operations.

The second major issue concerned the relationship between the community colleges and the State University. There is a need for a better definition of this relationship. Colleges are not in agreement, however, about the direction this relationship should take.

A third issue centered on the role and responsibilities of trustees. In some colleges the boards of trustees misunderstand their role. Beyond their rightful responsibility in making policy, some boards attempt to implement it as well. The roles of the president, the administration and the faculty in the campus governance process are compromised. The number of trustees and their method of appointment is also a matter of concern to some colleges.

A fourth issue involves the internal governance processes on campuses. The accomplishment of a college's mission is tied to effective internal governance. The participants in these processes must understand their roles and responsibilities.

A. Issue 1–
Relationship Between College and Sponsor

Sponsors sometimes exercise more control over community college policy and operations than is proper. The exercise of this control diminishes the college's autonomy which is essential to the maintenance of the academic integrity of the institution.

B. Background

All of the studies cited above contain references to some aspect of the relationship between college and sponsor. Every report contains citations about the intrusion of sponsors into the operation of colleges. The report of the Independent Commission on the Future of the State University, *The Challenge and the Choice*, contained the most direct reference.

> "A significant number of community colleges have encountered at least occasional disagreements among their administrations, governing boards, and local sponsors regarding spheres of authority. In visits to various campuses, the Commission found apprehension regarding potential interference by local boards and county government in inappropriate areas. There were periodic complaints over political pressures in such matters as purchasing and hiring (especially of nonacademic personnel)."

Both the 1969 Nelson Report and the 1977 Wessel Report give further examples of past concerns. The former report "deplored" the dominant role of the sponsor while the latter recommended that the sponsor's role should be limited to financial appropriation and end-of-year audit of expenditures.

C. Statement of the Present Problem

The conditions cited above continue to exist in many of the community colleges in SUNY. Survey responses from the community college trustees, presidents, faculty and students included frequent references to "problems" with sponsor interference.

Sponsors frequently treat community colleges as another county department subject in all respects to county policy and rules of procedure. This can demean the mission of the college and relegate the college to the accomplishment of only short-term, immediate goals.

Sponsors exercise their greatest influence over a college's ability to accomplish its mission through their fiscal support. Some sponsors maintain the lowest possible level of support short of closing an institution. Some sponsors determine expenditure of funds by approving line item appropriations. Some sponsors exercise a pre-audit review of expenditures after budget appropriation approval.

Some college presidents report incidents of local legislators attempting to influence the selection of candidates for college positions by mandating that a sponsor referred person be hired. Sponsors sometimes interfere inappropriately in labor negotiations and arbitrations. For example, a sponsor may, without consulting with the college, make a decision that impacts on the balance of governing authority or on other day-to-day internal college operational matters.

Authority to retain separate college legal counsel has not been clarified under current law. On some campuses the County Attorney represents the college in all matters concerning labor negotiations and in all other legal matters except where a conflict of interest between the college and county may exist.

D. Methodology

The committee studied previous reports dealing with SUNY community colleges. National studies and reports were researched as well. A survey was sent to 210 individuals in the following categories: chairpersons of boards of trustees, presidents of community colleges, student trustees, faculty leaders, county executives or managers, county legislators and business/community leaders. The response to the survey was 40%. Responses were carefully evaluated and recommendations in the survey thoughtfully considered. Persons responding to the survey were asked if they wished to address the Governance Committee. Twelve persons from associations representing presidents, trustees, faculty and students were interviewed by the committee.

E. Findings

The committee found a need to explore new methods for providing the colleges with more independence vis-a-vis the sponsor. Examination of the fiscal modes of operation of a community college (Plans A, B, and C) revealed the need for additional options that would allow greater independence from the sponsor in the operation of the college while maintaining appropriate sponsor oversight. The committee identified a plan used successfully by some colleges and sponsors whereby the sponsor approves a lump sum budget and reserves the right to do an end-of-year audit. Colleges operating under this system expressed a high degree of satisfaction. This plan generally grants authority to college trustees to transfer money from category to category and to expend appropriated funds without detailed pre-audit.

There are also community colleges which, for a variety of reasons, have other problems which cannot be adequately addressed by a change of the fiscal mode of operation. For these colleges a more basic structural change may be required, such as a regional sponsorship or transfer of control and fiscal responsibility to the State University. Regionalism has been implemented successfully at Corning Community College while state control of community colleges is an increasingly common plan across the country.

There was a strong feeling expressed by those interviewed that the right to hire and fire all personnel should reside with the local boards of trustees. This right would include the ability to hire separate legal counsel to defend the interests of the college in courts of law. In addition it was felt that the college, rather than the sponsor, should negotiate contracts with campus labor unions representing only campus personnel.

F. Recommended Action

It is recommended that the State University provide leadership in seeking the following amendments to the New York State Education Law, Article 126:

a.
to require for county sponsored community colleges, a single fiscal mode of operation which gives complete fiscal autonomy to the college while retaining appropriate accountability for local sponsors;

b.
to provide the option for a joint petition to SUNY, by a local sponsor and a local board of trustees, to relinquish local control and local support of a community college to the State University of New York and, in return, permit colleges to become fully funded state operations;

c.
to permit all sponsors the option of forming a regional community college following the Corning Community College model;

d.
to make the boards of trustees in all community colleges the legal employer of all college personnel and give them all the appropriate rights and authority of an employer, including the right and responsibility to negotiate and administer all labor contracts and allow the boards of trustees to hire legal counsel to represent the colleges' interests in all legal matters.

A. Issue 2—The Relationship Between Colleges and the State University

The State University maintains an office for the coordination and supervision of community colleges. The roles of the Deputy to the Chancellor for Community Colleges and the Deputy to the Chancellor's staff are not clearly understood on some campuses. In addition the relationship between that office and community colleges is even less well understood. Some groups on campuses are not even aware of the existence of this office, let alone its function.

B. Background

From time to time community college presidents have examined the role of the office of Deputy to the Chancellor for Community Colleges. During discussions conflicting views of this office's responsibilities are given by presidents. Trustees, administrators, faculty and students frequently do not clearly understand the responsibilities of this office. On some campuses the office becomes important or useful only when a campus problem or crisis arises and at budget time. Some currently see the office in a very positive light while others question its effectiveness. The question of effectiveness, however, has always been difficult to answer since there is little agreement about the relationship of this office to colleges, boards of trustees and presidents. There has been little written on this topic in any of the ten reports previously cited. Much of the impetus for examination of this topic arises from discussions at meetings of community college presidents and trustees.

C. Statement of the Present Problem

There is a need to better define the role of the office of Deputy to the Chancellor for Community Colleges. The majority of community college presidents have expressed the need for this office to play a greater advocacy role on behalf of community colleges in SUNY central administration. Many presidents and members of boards of trustees look to this office as a facilitator in resolving campus problems.

D. Methodology

The committee researched the reports cited above to determine the validity of concerns expressed by individual presidents. The committee relied heavily upon interviews with presidents, trustees, present and former members of SUNY central staff and others to determine what, if any, problems exist and the remedies for these problems.

E. Findings

Some colleges feel that the office should play a greater academic leadership role in the coordination of college programs and curricula while others take the opposite view, advocating complete local autonomy in academic matters.

While the process of academic program approval is not central to this office, greater centralization of responsibilities has been suggested while respecting local academic autonomy.

Relevant information and statistical data produced by this office, while increasing in number, are still considered inadequate by some campuses to meet the needs of individual colleges.

In a survey conducted among SUNY community college presidents, deans, faculty, trustees and county officials, a concern was raised among a number of respondents that the Office of Community Colleges is not as field oriented as it should be. However, it should be noted that an equal number of the respondents took the opposing view that greater campus interaction is not necessary. It should also be noted that many of the campus contacts by the Office of Community College's staff, other than the Deputy to the Chancellor for Community Colleges, are middle management personnel who were not part of the group contacted to complete the survey.

F. Recommended Action

It is recommended that the State University of New York better define the role of the office of Deputy to the Chancellor for Community Colleges, both in terms of how it functions within SUNY and also in relationship to the thirty community college campuses; and that the role be expanded to include greater leadership, advocacy and technical service responsibilities. Once clarified, this definition should be communicated to the central administration of SUNY and to all campus constituencies.

Within the State University's central administration, the role of the Office of Community Colleges in the coordination of academic programs ought to be reviewed with respect to the office of the Vice Chancellor for Academic Programs, Policy and Planning.

The Office of Community Colleges should be encouraged to continue and, to the extent necessary, increase statistical data gathering and analysis and provide other pertinent information on a system-wide basis. These data should then be shared with campus constituencies.

A. Issue 3—Role and Responsibilities of Trustees

The role and responsibilities of community college trustees are defined in the Education Law and in the Code of Standards and Procedures for the Administration and Operation of Community Colleges. Community college trustees have responsibility for determining policy objectives for the local college consistent with the oversight responsibilities of the State University of New York Board of Trustees and local sponsors. These policies are then most effectively implemented by the campus administrators. Excessive involvement of the trustees in the day-to-day administration of the college has the potential of compromising the appropriate roles of the president, the administration, the faculty and students in the campus governance process.

SUNY Chancellor Clifton R. Wharton, Jr., explicated the issues involved in a recent speech to the Annual Conference of the Association of Boards of Trustees of Community Colleges of SUNY meeting in Monticello, New York, September 21, 1985, as follows:

> "...What, concretely, are the problem areas? In hiring and personnel, pressures may be brought to bear on boards or on administrations in favor of a favored candidate or against one less acceptable to the incumbent party organization. In purchasing and contracts, county governments which provide a portion of support may expect local campuses to adhere to time-honored traditions of expenditure in returning the money to the community. In all cases, conflicts arise because political mechanisms for choosing employees, vendors, or contractors may have yielded different results from mechanisms and procedures recommended or mandated by the state, by collective bargaining agents, or by scholarly and professional organizations such as Middle States and the other accrediting agencies.
>
> Regrettably, there are cases where the trustees became the instrument for such improper intrusions."

The Chancellor went on to note that the conflicts generated by such political intrusions into the operation of community colleges often have regrettable and long-lasting outcomes.

> "Such conflicts can even be healthy, up to a point. But too often the disputes go beyond any point of creative disagreement. They become heated, then hostile. They make a bad impression on state policymakers and the public at large, including alumni and potential students. They undercut working relationships among those responsible for the institution, and they leave legacies of resentment and suspicion.
>
> "If widespread and continuing, governance conflicts can even threaten the academic viability of the campus, exposing it to threats far more serious than any original point of dispute. For instance, we have now within the State University one community college whose accreditation has been deferred on account of what the review team perceived as an ongoing pattern of political intervention in personnel decisions. I have to stress that the campus in question is one of SUNY's most vigorous, with exceptional enrollment strength and outstanding programmatic credentials. In fact, the report made it explicit that the deferral stemmed not from any instructional or related deficiencies, but solely from the perceived disregard of due process in governance that the accrediting association considers integral to institutional integrity. The campus has now taken appropriate remedial steps and I am optimistic that all will be well. But the problem may, in varying degree, have its counterpart elsewhere – so we would be wise to examine the issue...."

Factors which impact the working composition of the board or the independence of the board in academic decision making can negatively affect the college's ability to fulfill its educational mission.

B. Background

1. The Statutory Framework

The February, 1948 *Report of the Temporary Commission on the Need for a State University* recommended the establishment of publicly supported community colleges upon the initiative of local government authorities within the framework of a State University system:

> "The community colleges should be established by local initiative within a general system that would then represent a real "community" venture and insure sound interest and responsibility in their establishment and operation" (Report p. 29)

The Commission concluded that an important element of the "community venture" was administration by a local board of trustees:

> "The administration of community colleges and of other higher educational institutions receiving state aid (as contrasted with institutions directly operated by the State) should be the responsibility of local boards of trustees, the State University Board of Trustees being charged only with the supervision of general programs...Each community college should be governed by a board of nine trustees appointed for terms of nine years in annual rotation...Each community college board, understanding the needs of local students, the cultural needs of the community, and its employment opportunities can more wisely determine the policies governing the curriculum (subject to approval of the State University Board of Trustees)"...(Report, pp. 31-32)

The recommendations of the Commission were substantially enacted as Chapter 696 of the Laws of 1948.

A new Article 126 was added to the Education Law, including section 6306, "administration of community colleges-boards of trustees," providing the following:

a.

a nine member board of trustees appointed for terms of nine years;

b.
five members to be appointed by the sponsor's legislative body or boards, and four from among persons residing in the sponsoring community, by the governor;

c.
the board to select its own chair from its membership;

d.
the trustees to receive no compensation for services, but to be reimbursed for expenses;

e.
the board to appoint the college president subject to approval of the State University Trustees, "and it shall appoint or delegate to the president the appointment of other members of the staff;"

f.
the board to adopt curricula, subject to approval of State University Trustees;

g.
the board to prepare a budget for submission to sponsor and State University Trustees;

h.
the board may acquire real and personal property and have custody and control of lands, buildings, and equipment; and

i.
the board may discharge such other duties as are necessary for the effective operation of the college, and as may be provided by law or the State University Trustees.

Section 6306 of the Education Law remains the principal statutory authority enumerating the responsibilities and duties of community college trustees. This provision has, however, undergone many changes since 1948. What follows is a chronological summary of significant modifications to the statutory powers of community college trustees through the 1985 session of the New York State Legislature.

1951 (Laws of 1951, chapter 735) An amendment to section 6305 (now section 6304) of the Education Law added the three options for budget execution by community college trustees and administrations, the so-called "Plans A, B and C."

1953 (Laws of 1953, chapter 271) This was a general revision of the community college statutory framework discontinuing the temporary technical institutes, making additional provisions for financing community colleges, and establishing the continuing basis for New York's public two-year college system. Section 6306 was amended to authorize the local legislative body to appoint one of its members to the college board of trustees.

1953 (Laws of 1953, chapter 272) This amendment required the trustees to prepare a college budget for "submission to and approval by the local sponsor."

1959 (Laws of 1959, chapter 659) This amendment added a new subdivision to section 6306 authorizing the Board of Trustees to enter into contracts "subject to the approval of the local sponsor."

1960 (Laws of 1960, chapter 416) The terms of community college trustees were regularized. All terms were to be deemed terminated on the thirtieth day of June of the calendar year within which such terms expire.

1962 (Laws of 1962, chapter 876) This statute clarified that title to personal property of the college is to be held by the college board of trustees, and title to real property "shall vest in and be held by the local sponsor in trust for the uses and purpose of the community college."

1965 (Laws of 1965, chapter 723) This amendment authorized community college boards of trustees to determine positions in the professional service of community colleges (with the approval of the Chancellor of State University).

1972 (Laws of 1972, chapter 880) This amendment authorized community college boards of trustees to participate in cooperative educational programs with other educational institutions.

1975 (Laws of 1975, chapter 587) A non-voting student member was added to the college board of trustees.

1977 (Laws of 1977, chapter 164) The student member was granted parliamentary privileges, including the right to make and second motions and place items on the agenda. Student members were subject to code of ethics and conflict of interest provisions.

1985 (Laws of 1985, chapter 338) Voting privileges were granted to student members of community college boards of trustees.

Additionally, legislation was enacted in 1984 (Laws of 1984, chapter 552) substantially amending Article 126 of the Education Law to authorize two or more contiguous counties to join together to establish a new type of local sponsor for a community college. This new local sponsor was designated a "Community College Region," to be governed by a board of trustees comprised of representatives of the participating counties. With certain limited exceptions, this regional board of trustees carries on the role and responsibilities assigned to both community college boards of trustees and sponsors in the governance of colleges not sponsored by community college regions.

The 1984 amendments added a new section, 6310, to the Education Law to provide for administration of community college regions as follows:

a.
The community college region is to be governed by a board of trustees consisting of 14 members - seven members are appointed by the legislative bodies of the counties participating in the region. Six members are appointed by the Governor, and one member is an elected, voting student member; board members are appointed for terms of nine years;

b.
Eligibility for county participation in selection of the regional board is based upon the percentage of total student attendance provided by that county at a community college sponsored by the region;

c.
The regional board of trustees has full contracting powers;

d.
The regional board of trustees is authorized to participate with other educational institutions in cooperative educational programs and services;

e.
The regional board of trustees is a corporate governmental body; title to all property of the college, real or personal, is vested in the regional board of trustees.

The 1984 legislation is permissive in nature and participation by eligible counties in a community college region is optional. Under the provisions of chapter 287 of the Laws of 1985, the sponsorship of Corning Community College was formally transferred from the Corning City School District to the regional board of trustees (see also "Nelson Report" discussed below).

2. Regulations of the State University Trustees
Pursuant to the statutory authority contained in the Education Law (Education Law, Section 355, subd. 1, par. c., and Education Law, Article 26), the State University Trustees have promulgated regulations (8 NYCRR, Parts 600-607), which constitute the Code of Standards and Procedures for the Administration and Operation of Community Colleges under the Program of State University of New York. Specifically, section 604.2 of the Code sets forth the responsibilities and duties of college trustees.

> **604.2** *Responsibilities and Duties of the College Trustees.* Under the time-honored practice of American colleges, trustees of colleges, as legal official bodies corporate, concentrate on establishing policies governing the college, and delegate responsibility for the administration and execution of those policies to their employed professional administrators. The college trustees, subject to the approval of State University trustees, shall appoint a president (whether permanent, acting, or interim), approve curriculum, approve budgets, establish tuition and fees (within legal limits), approve site and temporary and permanent facilities. The college trustees shall provide for the awarding of certificates and diplomas, and the conferring of appropriate degrees on the recommendation of the president and faculty. In addition, the college trustees upon the recommendation of the president shall appoint personnel, adopt salary schedules, and approve the organization pattern of the college.

3. Additional Legal Parameter
The legal framework governing the functions of the board of trustees includes the following precepts:

a.
General Construction Law, section 41 requires any action of a community college board of trustees, as a public body, to be approved by a majority of all members, that is 6 out of 10 trustees.

b.
The New York State Attorney General has advised that college trustees are local public officers who must file an oath of office with the clerk of the college's sponsoring municipality (1982 Op. Atty. Gen. 30). Recently, the Attorney General has further advised (1985 Op. Atty. Gen. F-14) that voting community college student trustees are also public officers who are required to file an oath of office with the Clerk of the sponsor. Since, under the Education Law, the primary requirement for election of a student trustee is a membership in the college's student body, and not residence in the college's sponsoring municipality, a student board member need not be of the sponsoring municipality to qualify as a trustee.

4. Earlier Studies and Recommendations
A number of State University and Independent Task Forces have assessed the role of community college trustees over the years. The recommendations of those studies most applicable to the issue of trustee responsibility are summarized below:

September 1969 – The Future of the Public Two Year Colleges in New York State
(A Report by Peat, Marwick, Mitchell and Co., known as the "Nelson Report")

This report proposed a new community college structure including the following:

1.
The State to be divided into 25 community college service areas incorporating all counties; a board of trustees of each service area to be comprised of 15

members serving 5-year terms (9 appointed by Governor and six from counties in service areas);

2. Each service area to have one board of trustees governing all community colleges located in area;

3. A board of trustees for each service area to be incorporated;

4. Trustees to have full operating authority over colleges in their service area subject to the general supervision of the State University trustees; and

5. Trustees to manage their own budgetary and financial affairs; to be the employer of faculty and staff; to have full contracting authority; and to hold title to all real and personal property.

It should be noted that the majority of these recommendations were incorporated into the provisions of the community college regions legislation discussed above.

October 1973 - Report of the Task Force on Community Colleges (Charles W. Ingler, Chair)

The major recommendations were as follows:

1. Trustee responsibilities regarding administration of the college should be clarified;

2. A statutory amendment was proposed specifying that trustees have full governance authority in the areas of appointments, curricula, budget, and budget execution subject to regulations, policies and approvals of the State University Trustees; and

3. The state should appoint a majority of each college board of trustees.

February 1976 – Final Report – State University Trustee Committee on the Special Problems of the Community Colleges (Darwin J. Wales, Chair)

The major recommendations were as follows:

1. Make no changes to existing governance structure;

2. Clarify responsibilities and relationships of sponsor, trustees, and State University;

3. Remove existing "Plan A, B, C" options and substitute mechanism "which would retain the rights and responsibilities of the sponsor while providing for the flexibility required to maintain educational integrity."

January 1985 – The Challenge and the Choice

(Report of the Independent Commission on the Future of the State University; Ralph P. Davidson and Harold L. Enarson, Co-Chairs)

The major recommendations relating to community colleges were:

1. Encourage regional community colleges where existing sponsor support is insufficient to maintain college programs;

2. Clarify the responsibilities of the college trustees, college administrators and local sponsors.

C. Statement of Present Problems

Tensions with local sponsors can result from the lack of adequate funding by the local sponsors or by their attempts to interfere in the day-to-day operations of the college. While such instances are not uniform across the State University system, the independence of the trustees with regard to local sponsors must be maintained.

The trustees are charged with the overall policy-making responsibilities for local community colleges. In some cases, however, local boards of trustees venture beyond the policy-making area and intrude in the administrative operations of the college and thus can compromise the roles of the president, the administration and the faculty in the campus governance process. Whether this is done at the initiative of the trustees or on behalf of the local sponsor, it can create confusion and discord.

In performing their responsibilities, trustees have indicated some ambiguity with regard to the specific locus of authority. Some trustees interpret their responsibilities themselves; other trustees look to the county attorney or seek advice from the State University. There is significant variation among the campuses with regard to these interpretations.

Some boards of trustees have the responsibility for negotiating collective bargaining agreements; in other instances that activity is performed by the local sponsor; and in still other cases, there is a divided responsibility for interaction with different unions. Again patterns are not uniform, and trustees' authority in this area is a matter of concern at some campuses.

There seems to be a difference of opinion but no consensus on the subject of the length of terms of trustees. On some campuses the working composition of boards appears to be a problem. There must be a least six members of the board present to achieve a quorum. Moreover, a minimum of six members must approve any act of the board. Some trustees do not appear on a regular basis at board meetings. On some campuses with unfilled vacancies and where one or two board members do not attend meetings on a regular basis and refuse to resign, it is difficult to transact business. An additional complicating factor can be the length of time taken to fill vacancies on boards of trustees.

D. Methodology

The committee reviewed previous reports and results of the survey taken by the committee on governance, and held discussions with representatives of various segments of the community colleges, including representatives of the Association of Boards of Trustees of the Community Colleges of the State University of New York.

E. Findings

The independence of boards of trustees with regard to their relationships with local sponsors is a problem on some campuses. There also is considerable variation among the campuses with regard to interpretation of the responsibilities of local boards of trustees. Clarification of their responsibilities is necessary to address these issues.

There are significant differences in the roles of the boards of trustees in the collective bargaining process and with regard to personnel decisions. Allowing the community college boards of trustees to become the legal employers of faculty and staff would minimize these problems.

The ability of boards of trustees to conduct business is often impacted by both attendance factors and quorum requirements. Minimum participation levels for board members to remain on local boards of trustees would be helpful in addressing this issue. The question of the number of trustees needed to achieve a quorum should continue to be reviewed in consultation with the State University. Boards of trustees have been hampered in performing their functions as a result of delays in filling vacancies.

F. Recommended Action

It is recommended that appropriate statutory changes be pursued to clarify the roles and responsibilities of community college boards of trustees through the eliminations of Plans A and B of the Education Law and a provision of clearer delineation of their responsibilities under Plan C or any additional governance options which are provided.

It is further recommended that legislation be developed to mandate minimum board meeting participation levels for community college boards of trustees.

Vacancies on boards of trustees should be filled as expeditiously as possible but in no case should this action take longer than six months.

Issue 4 – Relationship Between Faculty and Presidents and Trustees

A good relationship between the faculty and the president and the board of trustees helps to promote good morale and the smooth functioning of an institution.

A. & B. Background and Statement of Present Problem

Vastly differing relationships between faculty and administration and between faculty and boards of trustees exist throughout the community colleges of SUNY. As a result, there are campuses where positive relationships exist and others where low morale exists and impacts negatively on the effective functioning of the institution.

C. Methodology

Presidents, faculty and trustees were surveyed as well as interviewed in depth in order to gain a clearer understanding of internal governance within the community college systems of SUNY.

D. Findings

Relationships between faculty and presidents and faculty and trustees range from excellent to poor. Faculty members on some campuses have expressed their perception of a lack of communication between faculty and trustees.

Two factors appear to be crucial in determining the quality of internal governance. On campuses where the relationships between faculty and administration are adversarial, internal governance in the traditional sense tends to suffer. On campuses where the perception of a shared partnership exists, the perceived quality of internal governance tends to be more positive.

Respondents expressed a need for more effective communication. The need for a reciprocal flow of information was emphasized. Faculty also have little understanding of the role of SUNY Central and frequently, of the role of trustees, presidents, deans and other administrative functions within the college.

E. Recommended Action

It is recommended that the Chancellor encourage all community colleges to reaffirm their commitments to the internal governance processes which are essential to helping a college accomplish its mission.

SUMMARY OF RECOMMENDATIONS

TO THE CHANCELLOR

1. It is recommended that the State University provide leadership in seeking the following amendments to the New York State Education Law, Article 126:

   a.
   to require for county sponsored community colleges a single fiscal mode of operation which gives fiscal autonomy to the college while retaining appropriate accountability for local sponsors;

   b.
   to provide the option for a joint petition to SUNY, by a local sponsor and a local board of trustees, to relinquish local control and local support of a community college to the State University of New York and, in return, permit colleges to become fully funded state operations;

   c.
   to permit all sponsors the option of forming a regional community college following the Corning Community College model;

   d.
   to make the board of trustees in all community colleges the legal employer of all college personnel, giving them all the appropriate rights and authority of an employer, including the right and responsibility to negotiate and administer all labor contracts and to allow the boards of trustees to hire legal counsel to represent the colleges' interests in all legal matters;

2. It is recommended that appropriate statutory changes be pursued to clarify the roles and responsibilities of community college boards of trustees through the elimination of Plans A and B of the Education Law and a provision of clearer delineation of their responsibilities under Plan C or any additional governance options which are provided.

   It is further recommended that legislation be developed to mandate minimum board meeting participation levels for community college boards of trustees.

   Vacancies on boards of trustees should be filled as expeditiously as possible but in no case should this action take longer than six months.

3. It is recommended that the State University of New York better define the role of the Office of Deputy to the Chancellor for Community Colleges, both in terms of how it functions within SUNY and also in relationship to the thirty community college campuses; and that the role be expanded to include greater leadership, advocacy and technical service responsibilities. Once clarified, this definition should be communicated to the central administration of SUNY and to all campus constituencies.

   Within the State University's central administration, the role of the Office of Community Colleges in the coordination of academic programs ought to be reviewed with respect to the role of the Office of the Vice Chancellor for Academic Programs, Policy and Planning.

   The Office of Community Colleges should be encouraged to continue and, to the extent necessary, increase statistical data gathering and analysis and provide other pertinent information on a system-wide basis. These data should then be shared with campus constituencies.

4. It is recommended that the Chancellor encourage all community colleges to reaffirm their commitments to the internal governance processes which are essential to helping a college accomplish its mission.

CHAPTER II

STRENGTHENING COMMUNITY COLLEGE AND SUNY STATE-OPERATED COLLEGE TIES AND RELATIONSHIPS

OVERVIEW

"The Commission believes that ties between SUNY and the community colleges should be strengthened...The statewide system provides additional opportunities for SUNY's academic and administrative leadership, a source of potential benefit to the community colleges." *(The Challenge and The Choice,* 1985) While this report is the most recent call for the strengthening of community college and state operated relationships, it was preceded by several SUNY reports recommending a closer relationship between the members of the SUNY family. The Nelson Report (1969) recommended expanded transfer opportunities for the community college graduates; faculty development through SUNY-established preservice and inservice programs; and faculty exchanges to improve understandings and relationships. The Wessell Report (1977) recommended that community college graduates be assured places in upper division classes.

In an unpublished SUNY document entitled "Report to the Chancellor, Task Force on Articulation" (May 1978), extensive recommendations on transfer articulation were made. These recommendations were directed at University-wide, campus, and inter-campus levels. At the University-wide level it recommended that the Chancellor require campus procedures which guarantee equal opportunity for access to the junior level for both two-year college graduates and native students entering the junior year in comparable programs, with students so notified at each SUNY unit; that senior institutions work with two-year institutions to develop new upper division programs that continue lower division programs where interest is high and such programs are not otherwise available; and that the Chancellor require senior units to seek a 40:60 ratio of lower divisional to upper divisional students, noting that this would enhance transfer opportunities and reduce recent recruitment by senior institutions of students whose needs could be more profitably served at SUNY two-year colleges.

Additionally, the 1978 Task Force on Articulation recommended a new funding formula to encourage senior institutions to increase transfer enrollment. It recommended appointment of a University-wide study committee to monitor transfer policies and procedures as well as ways and means for senior college and community college faculty to accept one another as equal partners. It urged the Chancellor to direct expanded University-wide research to assist in decision-making concerning transfer policies and procedures, noting the issues of flow of students who transfer within SUNY by program, and the persistence rate of students who transfer.

In terms of intercampus relationships, the Task Force called for as many articulation agreements as possible in comparable programs with both University-wide registration of such programs and individual campus publicity to students. It recommended that the Faculty Senate and Faculty Council establish a joint committee to develop a series of model agreements facilitating transfer. It similarly recommended that transfer analysis be based upon transcripts rather than the type of two-year degree earned in order to facilitate transfer of two-year graduates from occupationally oriented degree programs. Lastly, the Task Force on Articulation recommended that senior colleges be required to identify transfer students and send grade reports to a specified articulation person at the two-year college. A monitoring role on transfer student success was suggested for SUNY.

In terms of specific campus activity, the Task Force on Articulation suggested identification of an office at each senior campus responsible for effecting local policies and programs for transfer students. In their final recommendation, the Task Force on Articulation strongly advocated no discrimination in admission to selective admission curricula, calling for equity in consideration of native and transfer students.

In April 1980, the SUNY Board of Trustees adopted a transfer policy to reaffirm and strengthen the earlier policy of November 1972. The resolution included authorization for the Chancellor to take steps necessary to assure implementation of the policy at each campus, and required each campus to submit annually by September 1 a statement of the administration and academic procedures to effect implementation of the policy. The policy indicated that a SUNY two-year graduate, when accepted in parallel programs at the baccalaureate campus, will be accorded full junior standing and given the opportunity to complete the degree within four additional semesters. Interim guidelines were issued establishing various enabling protocols including a student appeal process to effectuate the implementation of the policy.

The present Task Force included among its areas of concern the following:

(a)
information systems to monitor the flow of community college students to public and private senior colleges;

(b)
insights on the transfer process itself and its influence on the flow of community college transfer (financial aid, acceptance of credits, timeliness, advisement, etc.);

(c)
the existence and effectiveness of campus-to-campus articulation agreements;

(d)
senior college faculty perceptions of the quality of the community college education and its effect on the transfer process, including effects of recent changes in general education requirements at the receiving colleges;

(e)
the need to explore cooperative arrangements between two-year/four-year faculty which allow greater sharing of physical and human resources;

(f)
the status of articulation of occupational program graduates including ways and means to enhance their opportunity for transfer;

(g)
the broader role of SUNY in terms of accountability for the outcomes of the two-year educational program, particularly as it relates to graduate success in transfer and job placement.

The committee charged with investigating these concerns determined that it should attempt to address most of these issues by gaining the insights of both transfer articulation officers and transfer counselors at the two-year colleges through a survey. The survey was sent to each of the thirty community college presidents asking for an institutional response to questions related to the concerns which the committee was reviewing. Additionally, the committee commissioned data retrieval through the SUNY Applications Processing Center to compare and contrast access of two-year college transfer graduates with native students in highly competitive selective admission programs at the receiving colleges.

The committee reviewed recommendations on transfer articulation being addressed by the Faculty Senate/Faculty Council regarding the 1980 SUNY transfer policy. It also reviewed and researched a series of recommendations offered by the SUNY Council of Two-Year Business Faculty Administrators concerning the inhibiting influence that accreditation by the American Assembly of Collegiate Schools of Business Accreditation Standards and Guidelines has on the transfer process in the business area.

The following issues and recommendations are the result of the Committee's deliberations:

A. Issue 1 – Information on the Flow of Transfer Students

B. Background

One primary mission of community colleges is to prepare students for upper division work leading to a baccalaureate degree. The issue of data collection regarding articulation is one of primary importance. The changes in statistics since SUNY's 1980 policy on transfer, as well as current and future data, deserve attention. There is a need for information that would indicate transfer patterns for community college students and graduates to SUNY receiving colleges.

C. Statement of Present Problem

No easily accessible comprehensive data are available to allow adequate monitoring of SUNY transfers in order to recommend policy alteratives. It is difficult to ascertain whether perceived problem areas are borne out by existing statistics.

D. Methodology

Data from the SUNY Central Office of Institutional Research and the State Education Department were reviewed. In addition, the SUNY Applications Processing Center prepared special reports on transfer and native-student statistics for fifteen bachelor's degree programs identified as possible problem areas.

E. Findings

It was discovered early that there exists no state-wide detailed information on the success of transfer students in baccalaureate programs or the status of transfer students as they begin upper division work, including associate degree credits applied to the degree. Some data indicate that junior-level transfer students are at least as successful (73%) in persisting for one year beyond transfer as native juniors (72%). Some SUNY four-year institutions regularly report on the progress of transfer students to the sending community colleges; others do not, or do so sporadically.

Major information gathered from available data:

1. A significant majority of community college transfer students move to four-year institutions in their geographic region.

2. Since the 1980 Board of Trustees policy change, the latest official SUNY data indicate an increase of 1,000 students per year transfer to SUNY receiving colleges, while the number of transfers per year to independent colleges has not changed. Enrollment at community colleges increased during that period but increased preference for transfer to SUNY units is clear.

3. Nearly as many transfer students *without* an associate's degree (3,185) move to four-year colleges as those with degrees (3,993). The percentage breakdown is similar for independent colleges.

4. There are many upper-division programs in nearly all disciplines in all regions of New York State. Availability of baccalaureate programs is evident.

5. The most popular programs for transfers appear to be Business (14% of all community college transfers), Education (10.6%), and Social and Behavioral Sciences (9%). But 28% of all transfers enter the four-year college with no declared major.

6. In the seven competitive programs selected for review, transfer students possessing a degree were as readily accepted as first time native students. Transfer students are far more likely than native students to enroll when accepted. A similar pattern exists for transfers without associate degrees. The programs analyzed are in Engineering, Business, Mathematics, Computer Science, Nursing, Physical Therapy, and Pharmacy.

7. In spite of the positive findings, campus-by-campus problems were identified. For example, in Business Administration, SUNY four-year colleges accept 76% of all transfer applicants and 57% of all freshmen applicants, but for one four-year institution the figures are reversed.

F. Recommended Action

SUNY Central administration needs to develop an information system to adequately collect data on community college transfers prior to and after entering baccalaureate programs including:

a. Information concerning the status of transfers as they begin upper-division work; i.e., sending college, credits attained, credits accepted, pre-transfer major, etc.

b. Information to monitor admission to programs at four-year colleges where it appears transfers are not readily accepted into a parallel program; and

c. Systematic feedback to community colleges on the progress of their transfer graduates, as well as comparison to native students, toward the baccalaureate degree. The need for such an information system is urgent and long overdue.

A. Issue 2 – Outcomes of the SUNY System of Community Colleges

B. Background

No comprehensive follow-up of graduates of the community colleges exists on a system-wide basis. Thus SUNY is unable to accurately describe the outcomes of its community colleges as a system. It is difficult to represent the value of community college education to significant people who need to make fiscal and programmatic decisions concerning community colleges in a competitive environment without graduate outcome data collected on a system basis.

C. Statement of Present Problems

No system-wide follow-up study of community college graduates exists. SUNY and the colleges are unable to demonstrate accountability for educational outcomes of community college graduates in a comprehensive statewide manner.

D. Methodology

Discussions were held with campus presidents, deans, and faculty; SUNY central staff and state legislators.

E. Findings

No system-wide graduate follow-up studies have been done and presidents, faculty and central staff perceive the need for such a process.

F. Recommended Action

The SUNY Office of Community Colleges should form an advisory committee of community college institutional officers, central staff and others to plan and implement a system-wide follow-up study of community college graduates beginning with 1987 graduates and continuing such research on an on-going basis. The follow-up studies should be sponsored by SUNY with required participation by each community college in the system. The implementation of this recommendation is essential for establishing a state-wide program of full accountability for the graduates of community colleges.

A. Issue 3 – Transfer Articulation
Sub Issue 3.a. – Availability of Transfer Opportunities

B. Background

The committee sought to elicit information about transfer opportunities, in both SUNY and independent institutions, in three areas. The first pertained to the availability of actual programs on four-year campuses; the second to matters of general education; and, the third to broader curricula concerns. Based upon general impressions and anecdotal information, these issues seemed to merit specific exploration.

C. Statement of Present Problem

In order to assess the current state of SUNY transfers it is necessary to know whether sufficient programs are available to transfer students and what curricular barriers may exist which inhibit transfer.

D. Methodology

Conclusions are derived from survey responses offered by twenty community colleges.

E. Findings

1.
Programmatic Deficiencies
It was generally perceived that, across the state, program availability does exist. No program deficiencies were noted in the private sector, while only three fields were mentioned with any frequency in SUNY: Business Administration, Engineering, and Hotel Technology and Food Management. Relative to the first two, the concerns pertain to access rather than to the absence of the programs themselves. Additionally, community college students are inhibited in transfer to the extent that course schedules and program offerings do not accommodate the needs for part-time study.

2.
General Education
Campuses were asked to describe any problems in the transfer of credit toward general education. Half of the respondents described problems in regard to SUNY institutions, while three indicated problems relative to private institutions. The degree of specificity of the problem descriptions differed markedly, with such specifics existing only in regard to SUNY. Lack of consistency in the general education components at the four-year campuses was felt to lead to an inability of the community colleges to develop a general education program which can be transferred to multiple colleges. In addition, and for the same reason, an individual student who has not selected a particular transfer campus has difficulty in planning his or her lower division program of study. Campuses vary in their policy on the transfer of general education requirements. Some campuses waive all lower division general education requirements for A.A. and A.S. students, while others rely on specific course matching.

3.
General Curriculum Courses
Community college respondents were asked to list effective and problematic aspects of transfer as they occur in areas other than general education. The most significant problem relates to accreditation, or accreditation-like, curriculum demands, particularly in business. Given that, nationally, similar problems frequently arise in the field of nursing, the fact that only one campus mentioned this is of interest. Three respondents noted that "test validation" was a hinderance to transfer. There is apparently some concern that the academic standards of the community college programs are being questioned by such actions. A number of campuses noted an inequitable distinction between native and transfer students, mentioning such things as the failure to transfer grades of D, and the failure to admit transfers into specific programs when the academic record would appear to justify such admission. Communication was felt to be problematic at times, with respondents noting that departmental requirements, at the four-year campuses, sometimes were changed without informing the community colleges; that catalogs were sometimes unclear in regard to transfer; and that transcript evaluations were either absent or delayed.

4.
Effective Transfer Features
Community colleges were asked to indicate any special features which they felt aided in the transfer process. Regarding the match of curricula, the respondents cited course equivalency guides, and course-by-course transfer agreements. More general transfer guides and explicit catalog displays were also listed. The waiving of portions of general education requirements, and the flexibility to do so, were noted as helpful. Joint admission agreements and 2+2 cooperative programs were also mentioned. Regarding communication and contact, the respondents applauded opportunities for two and four-year faculty contact, department to department. The presence of transfer counselors on the four-year campuses was thought to assist in the movement of students and in their orientation. Regular visits to the community colleges by such transfer counselors was also thought beneficial. Finally, in regard to information

exchange, early transcript assessment was thought very important, as was the collection and dissemination of information on the success of transfer students. A transfer newsletter was mentioned by one respondent.

5.
Campus Suggestions
Campuses were asked to offer ideas for the improvement of transfer opportunity, particularly as it relates to general education. Their recommendations included: the acceptance by four-year colleges of associate degrees as evidence that lower division general education requirements have been met; the collaboration among four-year institutions to achieve greater consistency in general education requirements; the publication, especially in catalogs, of specific details of articulation and of general education requirements in a common format; and the improvement of flexibility in regard to course equivalencies.

F. Recommended Action

It is recommended that the Office of the Vice Chancellor for Academic Programs, Policy and Planning, working with the Office of Community Colleges, coordinate efforts to alleviate program deficiencies and transfer obstacles. There should be established a University-wide Committee, appointed by the Chancellor, which among other things would have responsibility for monitoring the problems connected with the provision of transfer opportunities. The Committee should identify and promote innovative models of cooperation that enhance transfer opportunities within the SUNY system. It is further recommended that receiving campuses consider the implementation of the suggestions throughout this summary which require little or no policy revision or resource reallocation.

A. Sub Issue 3.b. – Student Support Services at the Receiving Colleges

B. Background

The traditional role of student support services has emerged from addressing the needs of freshmen who enter directly from high school. As the number of transfer students increases, the differing needs of this "new student" population call for rethinking and modification of services and methods of delivery. The topic is a matter of professional dialogue and study. Transfer counselors and other student affairs professionals have a growing interest in enhancing the transfer process. A conference held on May 16, 1986 titled "Transfer Issues: Present and Future," focused on facilitating transfer from SUNY two-year to SUNY four-year schools, and is an example of the current concern regarding transfer matters. The May 1978 "Report to the Chancellor–Task Force on Articulation" supports the importance of the issue which, eight years later, calls for renewed attention.

C. Statement of Present Problem

The issue is to determine the student support services on four-year campuses which, from the two-year college experience, are currently most critical in effecting successful transfer programs.

D. Methodology

Of the twenty surveys which were returned, sixteen responded to the question regarding student support services. Characteristics of effective programs and features of areas which cause special problems were compiled and analyzed. The information was organized into four broad areas. Recommendations were drawn from this material.

E. Findings

Four broad, thematic areas emerged as critical to student support services in an effective transfer process: (a) personal support services; (b) entrance processes; (c) communications; (d) financial support. "Personal support services" highlights the importance of having a transfer person/office on the four-year campus in addition to the person/office responsible for transfer articulation, accessible before and during the entering process. Special orientations and workshops for transfer students were also noted as important in this transitional experience, addressing needs specific to this population. The second theme, "entrance processes," includes recruitment, admissions, and registration. Campus visits by four-year schools, specialized program recruitment, and visits early in the academic year were noted as useful. Lack of timely and accurate evaluation of transfer credit, acceptance quotas, non-acceptance into a major prior to attending, closed sections at registration and absence of reserved housing for transfer students are some problem areas. Early preregistration for transfer students, no application fee prior to registering, and "rapid admissions" were examples of helpful processes. Clear and timely "communications" is the third area of importance emerging from the responses. Lack of clarity in both academic and non-academic requirements was indicated as a hinderance to an effective transfer process. The fourth area is "financial support." Availability of scholarship and aid packages was indicated several times as an important factor in transfer decisions, noting the private colleges' strength in this area.

F. Recommended Action

It is recommended that SUNY Central Administration assist and facilitate the development of personal support services, timely and accurate entrance processes, clear and timely communications, and greater financial support for transfer students at each of its receiving colleges. At minimum, each receiving SUNY college should have a transfer person/office in addition to a transfer articulation person/office to oversee the support service area and the institutional receptivity to the transfer student.

A. Sub Issue 3.c. – Value of Formal Articulation Agreements

B. Background

While increasing numbers of formal articulation agreements have been developed between SUNY two-year and four-year institutions over the last decade, concerns have been raised regarding the validity and effectiveness of these agreements. This issue has been the topic of discussions at a number of SUNY meetings, particularly of academic vice presidents and deans. However, despite the inherent strength of the 1980 SUNY Board of Trustees resolution on articulation, and despite the impressive number of agreements reached, actual transfer practices are often perceived to contradict the intent of the Board resolution. At this time there is an increase in the amount of communication and cooperation between two-year colleges and University centers as well as four-year institutions, due to the enrollment decline. This situation is advantageous for the much-needed reforms in transfer admissions. A limited number of two-year and four-year institutions have been developing 2+2 or joint admissions agreements which provide a stronger assurance of the full transfer promised but not always perceived as delivered by the articulation agreement.

C. Statement of Present Problem

Articulation agreements provide a useful mechanism for facilitating interaction between two-year and four-year faculty as well as assisting student transfer. The agreements, however, must be reviewed periodically for their accuracy with regard to curriculum. Many are too general, vague, or inflexible, while others are too wordy or lack the necessary critical information to be meaningful. In addition, some institutions require transfer students to take additional credits despite articulation agreements and do not adequately inform students of this requirement prior to admission.

D. Methodology

Campus transfer contacts at all thirty SUNY community colleges were surveyed in March 1986 regarding the features that make formal articulation agreements most effective or that limit the effectiveness of such agreements. They were also asked to identify campuses that exemplify either good or bad features. Nineteen campuses responded to the survey and commented on this issue.

E. Findings

The main features that seem to make formal articulation agreements *most effective* are:

1. Ideally, acceptance of A.A. and A.S. two-year degrees intact; guaranteed transfer to full junior standing without course-by-course review and without restrictions of space availability and program completion in complete synchronization with native students.
2. Simple, clear, concise explanation of agreement.
3. Up-to-date course equivalency listings.
4. Outline of requirements specifically with regard to courses and minimum QPA.
5. Formal and informal contact among faculties and deans; on-going dialogue among departments.

The features that seem to *limit the effectiveness* of such agreements are:

1. Agreements that are too vague to determine course equivalency, too general, obscure, lack information, are meaningless, and include no course equivalency lists.
2. Lack of timely updating of such agreements every two to three years.
3. Full credit for studies is of questionable value when there is no assurance that the remaining requirements for the baccalaureate can be completed in four years (e.g., accepting all credits in transfer and requiring more than sixty-four credits to complete the degree or requiring three to four extra courses for graduation).
4. Negotiations over specific course-to-course equivalents often ignore the validity of the two-year institution.

F. Recommended Action

It is recommended that SUNY Central Administration issue to campus presidents suggested guidelines for the content, usage, interpretation, annual review and publicity of articulation agreements. SUNY may wish to consult with the presidents, academic vice presidents, Faculty Senate, and Faculty Council for suggested guidelines.

A. Sub Issue 3.d. – The quality of transfer advisement and preparation at SUNY community colleges

B. Background

The quality of advisement of transfer students by the sending community colleges affects the transfer process. The literature, as well as many constituencies within SUNY, suggest that responsibility for the quality of the transfer process resides partially within community college advisement itself. Given the lateness with which many students decide to enter into, and transfer from, the community colleges, the transfer advisement process needs to be effective and current if a smooth transition is to occur.

C. Statement of Present Problem

The quality and currency of the community college transfer advisement process affects the ability of community college students to effectively transfer to SUNY receiving institutions.

D. Methodology

Through a survey, twenty community colleges responded to questions of current practice, effective processes, and problems in facilitating transfer through advisement and preparation of students.

E. Findings

Responses by the community colleges regarding the current efforts to advise and prepare students to transfer centered on informational systems, particularly faculty advisement and counseling programs as well as liaison with receiving college staff and faculty. The responses by the colleges regarding effective practices which advise and prepare transfers centered on information systems which are accurate and timely, coupled with formal and informal liaison with the receiving college staff and faculty. Articulation agreements, receiving college visitations, transfer days, and informal liaisons are emphasized as effective practices by community college responders.

Things which community colleges do which negatively affect the transfer process center upon inaccurate, incomplete or untimely information to transfer students. Curriculum problems affecting transfers centered on not offering low enrollment courses necessary for transfer, and not determining transferability of courses prior to program initiation. Several colleges felt that it was unrealistic to develop expectations of full transfer when a student is enrolled in an A.A.S. degree. Similarly, some community colleges felt we should not encourage marginal students into applying for competitive programs at the receiving colleges.

F. Recommended Action

The SUNY Office of Community Colleges should identify and promulgate models of advisement and preparation for transfer within the thirty community colleges. Community colleges should ensure timely, accurate and accessible information systems for their students. Careful consideration should be given by colleges to offering low enrollment courses where such courses have been listed as part of a degree program and students have expectations of enrollment and transfer.

A. Sub Issue 3.e. – 1980 SUNY Board of Trustees Transfer Policy

B. Background

The 1980 Board of Trustees Transfer Policy along with its mandated implementation guidelines was promulgated to address a concern expressed by community college faculty and staff of fairness and equity toward community college graduates who were attempting transfer to receiving colleges within the SUNY system. Concern continues to be expressed as to what effect the policy has had on the opportunity for transfer by community college students. Lack of adherence to procedural requirements within the policy either suggests that the procedures are too bureaucratic or that there is little shared commitment to increasing transfer opportunities at SUNY receiving colleges.

C. Statement of Present Problem

There is a need to evaluate how well the 1980 SUNY Board Transfer Policy has facilitated transfer within SUNY and what modifications would make the policy more effective.

D. Methodology

Transfer counselors and transfer articulation officers at each of the thirty community colleges were asked to share their perceptions of the effectiveness of the 1980 Board of Trustees Transfer Policy. Twenty-two responses were received.

E. Findings

1. Enforcement is essential.

2. "Parallel" programs should be defined, or there should be a greater effort to design "parallel programs," or there should be a more systematic means for translating and transition between related programs.

3.
Provision should be made to strengthen the policy to say that "...Beginning with the fall semester of 1982, graduates of two-year colleges within State University of New York *will be* accepted in parallel programs at baccalaureate campuses of the University, *and* will be accorded full junior standing..."

4.
Department and program faculty at the four-year colleges should make more of an attempt to comply with the spirit of the policy and be less conditional.

5.
Four-year colleges should be required to set aside enough places in the junior class to *guarantee* acceptance of community college transfers.

C. Recommended Action

It is recommended that the Chancellor appoint a University-wide coordinating body composed of campus administrators, counselors and faculty as well as central staff to examine the 1980 SUNY Board of Trustees Policy to determine how it can best be strengthened. This coordinating body should investigate the impact of changes in this policy on students and on SUNY institutions. This committee should review: (1) fiscal and other incentives which could be offered to receiving colleges which would enhance the value of transfers to receiving colleges; (2). changing the language in the current policy from "*when accepted* in parallel programs" to "*will be accepted* in parallel programs," ensuring availability and access of parallel programs to community college graduates; (3) a dual transfer policy preserving the generic transfer for A.A. and A.S. graduates, but adding a course-by-course transfer policy for A.A.S. degree graduates; (4) means whereby receiving colleges can clearly promulgate and support the appeal process contained in the current policy.

Lastly, the 1980 policy calls for annual reporting by the receiving colleges on the administration and academic procedures in effect which ensure implementation of the policy. This has not been complied with by receiving institutions according to SUNY staff. The University-wide coordinating body called for in this recommendation should review this area of the policy and determine whether this section of the policy should be repealed or whether the reporting of such information is facilitative to the implementation of the policy.

A. Issue 3.f. – Fostering Collegial Relationships Between Two-Year and Four-Year College Faculty

B. Background

Recent national studies on transfer students identify inter-institutional faculty cooperation as the key ingredient in successful articulation. Recent activities in SUNY reflect a similar view. Small grants from the Office of Academic Programs, Policy and Planning have supported conferences in specific disciplines such as writing or business. The grant stipulates that the sponsoring campus must involve two-year and four-year college faculty. A consortia of Albany-area colleges, two-year and four-year, is currently exploring avenues for faculty development through sharing of campus resources. This issue bears on more than the transfer articulation problem and therefore is seen as a separate problem needing attention.

C. Statement of Present Problem

It is necessary to understand how four-year college faculty perceive community college faculty and students and what activities have promoted inter-faculty collaboration.

D. Methodology

In studying this problem data were assembled from a series of interviews with faculty and staff at selected University college campuses. This study was conducted under the auspices of the Office of Academic Programs, Policy and Planning.

E. Findings

The attitude of four-year college faculty toward community colleges varied in relation to the four-year campus's experience with transfer. Typical of one extreme was the campus that had assimilated large numbers of transfers over many years. In this instance, transfer students were not perceived as differing from native students and good relations with faculty at feeder institutions have evolved over the years. At the other extreme was the rare campus where faculty regarded their institution as highly selective and viewed transfers as significantly less qualified than native students. In that case, faculty were reluctant to support recruitment of transfers and had little or no contact with community college faculty.

Far more commonly, four-year campuses reported improved faculty attitudes in response to increased contact with community college transfer students and faculty. These campuses had made a commitment to increased transfer recruitment. As transfer enrollments rose, institutional research and faculty interaction with transfers generated a new image of the quality of the community college experience. Transfers were seen as mature, interesting, comparable in performance to native students and more likely to persist in their studies and complete the degree.

The following approaches have been employed to nurture collegial relationships between two-year and four-year college faculty:

-Luncheons or receptions at the four-year campus that bring together faculty in the same discipline

- Visits by four-year college faculty to two-year college campuses for meetings with their departmental counterparts
- Hiring community college faculty as adjunct faculty members at the four-year campus
- Guest lecturers and colloquia presented by visiting faculty
- Faculty exchange: two faculty members exchange courses, each teaching at the other's institution
- Regular meetings at the departmental or program level to discuss issues related to articulation, e.g., curriculum changes, course content, prerequisites
- Reimbursement to faculty for travel to two-year colleges

D. Recommended Action

To foster a sense of equal partnership between two-year and four-year faculty, it is recommended that the Chancellor charge the Faculty Council of Community Colleges and the University Faculty Senate, working together, to develop a plan and structure for regional consortia of faculty exchange programs. Upon approval of this plan, SUNY should provide resources to support collaborative regional and inter-campus initiatives in faculty exchange.

SUMMARY OF RECOMMENDATIONS

TO THE CHANCELLOR

1. It is recommended that the Chancellor appoint a University-wide coordinating body composed of campus administrators, counselors and faculty as well as central staff to examine the 1980 SUNY Board of Trustees Policy to determine how it can best be strengthened. This coordinating body should investigate the impact of changes in this policy on students and on SUNY institutions. This committee should review: (1) fiscal and other incentives which could be offered to receiving colleges which would enhance the value of transfers to the receiving college; (2) changing the language in the current policy from "*when accepted* in parallel programs" to "*will be accepted* in parallel programs" ensuring availability and access of parallel programs to community college graduates; (3) a dual transfer policy preserving the generic transfer for A.A. and A.S. graduates, but adding a course-by-course equivalency listing for A.A.S. degree graduates; (4) means whereby receiving colleges can clearly promulgate and support the appeal process contained in the current policy.

2. To foster a sense of equal partnership between two-year and four-year faculty, it is recommended that the Chancellor charge the Faculty Council of the Community Colleges and the University Faculty Senate, working together, to develop a plan and structure for regional consortia of faculty exchange programs. Upon approval of this plan, SUNY should provide resources to support collaborative regional and intercampus initiatives in faculty exchange.

TO SUNY ADMINISTRATION

1. SUNY administration needs to develop an information system to adequately collect data on community college transfers prior to and after entering baccalaureate programs, including:

   a.
   Information concerning the status of transfers as they begin upper-division work, i.e., sending college, credits attained, credits accepted, pre-transfer major, etc.

   b.
   Information to monitor admission to programs at four-year colleges where it appears transfers are not readily accepted into a parallel program; and

   c.
   Systematic feedback to community colleges on the progress of their transfer graduates, as well as comparison to native students, toward the baccalaureate degree. The need for such an information system is urgent and long overdue.

2. It is recommended that SUNY administration assist and facilitate the development of personal support services, timely and accurate entrance processes, clear and timely communications, and greater financial support for transfer students at each of its receiving colleges. At minimum, each receiving SUNY college should have a transfer person/office in addition to a transfer articulation person/office to oversee the support service area and to develop institutional receptivity to the transfer student.

3. It is recommended that SUNY administration issue to campus presidents suggested guidelines for the content, usage, interpretation, annual review and publicity of articulation agreements. SUNY should formally consult with the presidents, academic vice presidents, Faculty Senate, and Faculty Council for suggested guidelines.

TO OFFICE OF THE VICE CHANCELLOR FOR ACADEMIC PROGRAMS, POLICY AND PLANNING

1. It is recommended that the Office of the Vice Chancellor for Academic Programs, Policy and Planning, working with the Office of Community Colleges, coordinate efforts to alleviate program deficiencies and transfer obstacles. There should be established a University-wide committee, appointed by the Chancellor, which among other things would have the responsibility for monitoring the problems connected with the provision of transfer opportunities. The committee should identify and promote innovative models of cooperation that enhance transfer opportunities within the SUNY system. It is further recommended that receiving campuses consider the immediate implementation of the suggestions throughout this summary which require little or no policy revision or resource reallocation.

TO OFFICE OF COMMUNITY COLLEGES

1. SUNY Community College Office should form an advisory committee of community college institutional officers, central staff and others to plan and implement a system-wide follow-up study of community college graduates beginning with the 1987 graduates and continuing such research on an on-going basis. The follow-up studies should be sponsored by SUNY with required participation by each community college in the system. The implementation of this recommendation is essential for establishing a state-wide program of full accountability for the graduates of community colleges.
2. SUNY Community College Office should identify and promulgate models of advisement and preparation for transfer within the thirty community colleges. Community colleges should ensure timely, accurate and accessible information systems for their students. Careful consideration should be given by colleges to offering low enrollment courses where such courses have been listed as part of a degree program and students have expectations of enrollment and transfer.

CHAPTER III

ACADEMIC AND GENERAL PROGRAMMATIC ISSUES

OVERVIEW

The charge to the committee on Academic and General Programmatic Issues was in many ways similar to the last line of job descriptions which state "...and other duties as assigned." That innocuous phrase could be reworded to refer to this committee as the one designated to address other issues and concerns of community colleges that were not discussed in the Independent Commission Report. For that matter the concerns that this committee has addressed were given little attention in most studies completed on the SUNY community colleges during the past twenty years. Two previous reports expressed concern that ways ought to be found to assure consistent quality throughout the thirty SUNY community colleges, but no specific recommendations to this end were offered. This committee has considered the barriers that seem to exist which hamper community colleges in their search for excellence in academic programs, student development programs, and related administrative management services. Among such barriers are: insufficient information for planning and decision-making; underutilized technological innovation in college programs; inadequate technological skills among faculty and staff in terms of content areas taught and the tools that can enhance instruction; lack of adequate student recruitment, retention, and transfer articulation information; and limited technological implementation in administrative offices resulting in inefficiency of institutional operations and services to students.

In its consideration of these barriers and possible solutions to them, the committee reviewed the previous reports on SUNY community colleges, surveyed a number of national studies, and considered studies of other higher education systems. It reviewed the work of other SUNY study committees and independent research studies including a recent one on affirmative action in the community college, and the *Report of the Task Force on Improving the Quality of Student Life (1986)*. In order to gather information and perspectives from a wider sample of students, faculty and staff, the committee called a "Town Meeting" which took place at Broome Community College on March 21, 1986. The committee shared its preliminary findings and observations with those who attended this session, inviting questions and comments. Findings were analyzed and synthesized in four committee meetings and three Task Force meetings, resulting in the discussion and recommendations that follow.

Issue

There is a need to substantially increase the resources that are typically made available in order to improve the quality of academic programs, student development, and related administrative services at SUNY community colleges.

A. Sub - Issue 1.a. Support for Planning and Program/Service Development

B. Background

Funding for community colleges is directly dependent upon FTE enrollment which is declining and projected to continue to decline in most community colleges for the remaining years of this decade. These funding levels relate directly to the quality of programs and services which can be provided to full and part-time credit students and the myriad part-time, non-credit student registrations that are recorded at the thirty SUNY community colleges, annually. To improve the quality of programs and services, the SUNY community colleges are required to seek new ways to enrich or improve themselves outside of existing funding sources (State aid, student tuition and fees and sponsor contribution/chargebacks). Federal programs, which have been an important source of funds to some colleges in the past, are being reduced for program development and improvement in higher education.

Current funding levels tend to support existing salaries and increasing costs related to utilities, capital equipment, maintenance of buildings and equipment, supplies, and other standard operations. Little money is left after these expenditures to enrich or improve the quality of programs and services, or even to complete the studies necessary to understand what changes are needed to update curricula, automate services, and provide programs and services needed by new student populations.

The dilemma becomes worse for those community colleges which have expanded their institutional research and planning capacity and hence increased their understanding of their long-term needs, at a time when local sponsor support is reaching the limits of growth and federal sources of revenues are decreasing. The challenge is to ensure enhancement of existing program quality while satisfying local needs in a climate increasingly less hospitable to expansion.

C. Statement of Present Problem

The long-term and immediate needs of the thirty community colleges are as varied as the colleges themselves. Ways need to be found to provide resources to improve programs and services in a full range of areas which meet individual institutional needs.

D. Methodology

The special purpose funds now available through SUNY, from other New York State sources, and from the federal government were reviewed, along with a recent compilation of external funding acquired by each of the SUNY community colleges and the purposes to which these funds are being put.

E. Findings

Title III of the Higher Education Act of 1965, specifically the Institutional Aid Program, was investigated. If a similar state funded format were adopted for use in New York State, it could accommodate a very large variety of programs designed by individual colleges to improve and strengthen their programs and services. In order to be eligible for such funds, colleges would be required to have developed a long-range institutional plan, and funds could be made available to facilitate planned program development. Establishing some relationship between individual plans that are submitted for funding and objectives of the SUNY Multi-Phase Rolling Plan might be one of the appropriate funding considerations.

F. Recommended Action

a.
SUNY should seek from the State a sum of $5,000,000 in the first year for the establishment of a Program and Services Quality Improvement Fund to support necessary quality improvements to programs at the thirty SUNY community colleges. These funds should be distributed to colleges through a competitive grant program modeled after the Department of Education's Title III Institutional Aid Program which addresses a wide range of institutional program and service development innovations within the context of each community college's long-range plan. The end result would be that the monies allocated and awarded would address the highest priorities of each of the colleges seeking funds.

b.
SUNY ought to seek funds to support the expansion of central services to the community colleges based on the needs of the colleges. Increased training and consulting with groups of colleges and with individual campuses might include assistance with: institutional advancement, economic development, affirmative action, institutional research, and long-range and strategic planning.

c.
SUNY should take an active role in seeking ways to encourage the identification and sharing, on a regional basis, of program information and needs. Focus would include: the development of new programs to meet regional needs; the participation of students, faculty and administrators in regional conferences and workshops; and involvement with other SUNY colleges, university centers and New York designated Centers for Excellence. Such workshops could promote resource sharing, joint grant proposal writing, and the provision of new and expanding academic programs on a shared-cost basis.

A. Sub - Issue 1.b. –
Information for Decision-Making

B. Background

At the present time, each community college collects information about its own graduates on individually developed survey instruments. Collection of information about graduates' success in transfer institutions and in their careers is sought in a variety of ways and at different times by different colleges. The result is that there is no statewide, annual, comparable information available for all community colleges with regard to placement and transfer of graduates. As a system we have no idea how well our graduates perform in baccalaureate institutions or on the job; nor can we compare ourselves with the experiences of our sister institutions in these regards. The availability of these data is crucial to our understanding of who we are as a system and how well each of us is doing in meeting our students' needs.

Each campus needs good institutional data to improve decision-making. External agencies, including SUNY and the Middle States Association, encourage the measurement of educational outcomes, a process in which no one is expert. A variety of governmental agencies request increasingly refined institutional data annually for operational and capital planning purposes.

The development of a common data base for SUNY institutions generally, and for the community colleges specifically, has made some strides. The Student Data File, if enhanced and fully subscribed, could provide much of the information colleges need about the transfer success of their graduates (and non-graduates) at least within State University. The Community College Office in SUNY provides compilations of collective bargaining contract clauses across the thirty colleges, and administrative salary data. Individual colleges undertake studies of particular programs or services from time to time. The SUNY Office of Institutional Research provides compilations and summaries of community college information concerning enrollment, employment, and some student data and trend information. The need for systematic, complete and comparable information at the campus and "system" levels, for internal and external purposes, is very great and rapidly growing.

C. Statement of Present Problem

No central source of comprehensive information is presently available to SUNY community colleges, nor is there a method currently in place to ensure the development and provision of information needed by the community colleges in the future.

D. Methodology

The committee reviewed the information presently available and the potential of the long-mandated but only partially implemented Student Data File.

E. Findings

Some community colleges believe that they lack the equipment necessary to go on the Student Data File; others choose not to participate. Twelve community colleges report to SUNY on the system. If all thirty colleges participated in the system, extremely useful studies could be prepared from the data to support decision-making and provide better outcomes information. However, all information useful to community colleges in planning and decision-making is not student data; other sources of centrally collected and analyzed information are needed as well.

F. Recommended Action

SUNY should establish a network of information management data collection and dissemination among the community colleges. Such a network would result in shared data on program evaluation, outcomes studies, professional development studies, affirmative action, library automation, institutional advancement, student life, student development, professional life, community education, placement, program costs, and many others. An advisory committee, composed of community college presidents, deans and research directors should be established. This committee should meet regularly with SUNY central staff to identify which data elements and related reports would provide the greatest value to the colleges on an annual basis.

A. Sub-Issue 1.c. – Professional Development

B. Background

Many conditions seem to threaten the quality of professional life and the missions of the community colleges. These include: an aging faculty; an absence or near absence of new personnel in many academic departments; a perception that program development and professional growth funds are diminishing; a decline in serious cognitive inquiry in community college classrooms as evidenced by the prevalence of the objective test; and the perception of increased reliance on adjunct personnel.

Since their inception, community colleges have vacillated between the secondary school and the university models of professionalism. The first has been abandoned; the second, while alluring to many faculty members, may be equally inappropriate. A professionalism that is organized around academic disciplines may not meet the diverse needs of community college faculty, staff, and students.

A new kind of professionalism, toward which several community colleges have in fact been moving, might involve a reconceptualization of the academic disciplines to meet the needs and realities of community college constituencies, the integration of liberal and career education, a focus on instructional media and teaching methodologies, and the presentation of information beyond the classroom in colloquia, lectures, workshops, recitals, and so forth.

C. Statement of the Present Problem

There is need for a system of rewards and incentives that encourage and sustain professionalism over the span of a teaching career and a strategy for identifying and raising the resources necessary for professional development activities. The alternative, in an era of contraction, is an aging faculty, increasingly prone to psychic retirement, faculty/staff burnout, and the pursuit of diversions from professional activities. At its best, SUNY offers its faculty a lifetime of career vitality and challenge with rewards, honors, and incentives accumulating as retirement nears. This is not the case in SUNY community colleges where the brightest and the best, the most energetic and the most ambitious, are too often forced to consider administrative careers in order to achieve stature and recognition.

D. Methodology

The committee reviewed reports of discussions among members of the State University Faculty Council of Community Colleges as well as discussions with faculty.

E. Findings

Insufficient attention has been given to providing rewards and incentives to faculty in order to encourage their active professional development. Remedy of this practice would precipitate the development of new and improved learning environments for the student populations enrolled in the thirty community colleges.

F. Recommended Action

a.
The University should establish graduate programs related to community colleges that are regionally

accessible to community college faculty, staff and others interested in working in a community college.

b.
An endowed chair for distinguished community college faculty should be created to support distinguished professors-in-residence on campus, offering workshops and mini-courses that exemplify state-of-the-art curriculum development and teaching methodologies.

c.
A community college research center ought to be established which would support research fellowships for community college faculty.

d.
SUNY should sponsor a conference(s) with the support of the Faculty Council of Community Colleges, the Association of Presidents of Public Community Colleges, the Association of Community College Trustees and any other group of interested community college professionals, devoted to the advancement of the concept of professionalism in SUNY community colleges.

A. Sub-Issue 1.d. – Responsiveness

B. Background

Changing external conditions and organizational features since the 1970's, changing public policy emphases on community college education; a greater emphasis on funding of special programs; efforts to limit the institutional mission; aging programs, equipment and staff; and concerns about the quality and value of the associate degree—all have tended to modify the perception of the community colleges as the dynamic, responsive and comprehensive sector of SUNY.

On the other hand, in terms of program development, community colleges have long been SUNY's innovators. The impetus for new curriculum development is almost entirely local as the colleges attempt to respond to the needs of students for career programs that promise good jobs and transfer programs that articulate directly with four-year institutions in the service region or State. The approval process of new programs is lengthy and cumbersome. Yet, it usually works for programs which do not require a quick response time to meet a community need.

New populations require changes in the traditional college environment, including appropriate and new sets of services. When one talks of community college populations, non-traditional and minority students, among others, come to mind, and each poses special educational challenges. While community colleges have discovered inventive and effective ways to retrain and mainstream adult students, they have been less successful in meeting the needs of minorities. Perhaps the greatest challenge facing community colleges is finding ways to attract minorities to programs that offer the greatest opportunities for economic and social mobility, principally science and technology programs. SUNY's community colleges should be on the cutting edge of this effort.

C. Statement of Present Problem

Colleges need to re-emphasize their traditional flexibility in new program development and in response to new student populations. Present modes of operation are not working well enough.

D. Methodology

The committee discussed this issue with SUNY central administrative staff and community college students.

E. Findings

Better and faster ways to respond to the needs of women and minority populations and of other groups seeking college services need to be developed. Better programs are needed to attract and retain minority students.

F. Recommended Action

a.
SUNY should provide seed money for campus-based projects which will recruit and provide intensive skill development for women and minorities in science and technology programs and promote successful transfer to upper division colleges and university centers.

SUMMARY OF RECOMMENDATIONS

TO THE CHANCELLOR

1. SUNY should seek from the State a sum of $5,000,000 in the first year for the establishment of a Program and Services Quality Improvement Fund to support necessary quality improvements to programs at the thirty SUNY community colleges. These funds should be distributed to colleges through a competitive grant program modeled after the Department of Education's Title III Institutional Aid Program, which addresses a wide range of institutional program and service development innovations within the context of each community college's long-range plan. The end result would be that the monies allocated and awarded would address the highest priorities of each of the colleges seeking funds.

2. The University should establish graduate programs related to community colleges that are regionally accessible to community college faculty, staff and others interested in working in a community college.

3. An endowed chair for distinguished community college faculty should be created to support distinguished professors-in-residence on campus, offering workshops and mini-courses that exemplify state-of-the-art curriculum development and teaching methodologies.

4. A community college research center ought to be established which would support research fellowships for community college faculty.

5. SUNY should provide seed money for campus-based projects which will recruit and provide intensive skill development for women and minorities in science and technology programs and promote successful transfer to upper division colleges and university centers.

TO SUNY ADMINISTRATION

1. SUNY ought to seek funds to support the expansion of central services to the community colleges based on the needs of the colleges. Increased training and consulting with groups of colleges and with individual campuses might include assistance with: institutional advancement, economic development, affirmative action, institutional research, and long-range and strategic planning.

2. SUNY should take an active role in seeking ways to encourage the identification and sharing, on a regional basis, of program information and needs. Focus would include: the development of new programs to meet regional needs; the participation of students, faculty and administrators in regional conferences and workshops; and involvement with other SUNY colleges, university centers and New York designated Centers for Excellence. Such workshops could promote resource sharing, joint grant proposal writing, and the provision of new and expanding academic programs on a shared-cost basis.

3. SUNY should establish a network of information management data collection and dissemination among the community colleges. Such a network would result in shared data on program evaluation, outcomes studies, professional development studies, affirmative action, library automation, institutional advancement, student life, student development, professional life, community education, placement, program costs, and many others. An advisory committee, composed of community college presidents, deans and research directors should be established. This committee should meet regularly with SUNY central staff to identify which data elements and related reports would provide the greatest value to the colleges on an annual basis.

4. SUNY should sponsor a conference(s) with the support of the Faculty Council of Community Colleges, the Association of Presidents of Public Community Colleges, the Association of Community College Trustees and any other group of interested community college professionals, devoted to the advancement of the concept of professionalism in SUNY community colleges.

CHAPTER IV

FUNDING

OVERVIEW

The issue of appropriate funding levels for SUNY community colleges has been treated in all of the reports preceding this one, including the Wells Report (1964); the Nelson Report (1969); the Ingler Report (1969); the Report of the Task Force on Problems in the Community Colleges (1973); the Keppel Report (1973); the Task Force on Community Colleges Report (1973); the Wales Report (1976); the Wessell Report (1977); the Rensselaerville Report (1982); and the Independent Commission Report (1985).

A summary tabulation of the major conclusions of these reports (compiled by Freda R. H. Martens) is cited in the Selected Bibliography section of this Report. In many respects, some of the same major issues which were clearly identified in the ten reports listed above and completed during the past twenty-two years are still with us. We are still debating several possible funding formulas; the relative weight of students', sponsors', and State's shares; the disparate cost of various programs, and the existence of chargeback problems, among others. This present Report is not an attempt to solve the question of adequate funding for community colleges for all time. It is healthy that this question be studied periodically, in order to ascertain if anything has changed to prompt a more appropriate solution.

A. Issue – The Funding Formula and Related Sub-Issues

B. Background

While the State University of New York has released a topical paper on the evolution of the New York State funding formula for community colleges, a graphic summary of how it has changed over the past thirty-six years is presented in Appendix A.

C. Statement of Present Problem

> "Colleges and Universities are substantially influenced by the nature and effectiveness of the policy making and planning done at the State level and, more importantly, by the extent of state financial support. Indeed the State's financial role is growing in importance as the federal government's role diminishes. Therefore, a necessary condition for preserving and improving the quality of higher education in New York is a commitment by State government to the continuation of its effort, at the very least, with respect to financial support for higher education, in its relation to other State budget expenditures. The preservation of quality also requires an understanding on the part of the governor and legislature, as well as the public, of why costs generally do not decrease when enrollment declines."

This conclusion, taken from the 1986 report sponsored by the Association of Colleges and Universities of the State of New York (ACUSNY), entitled *Quality in Higher Education: A View from the President's Office* (1986), is central to the work of the present committee. We have arrived at a time at which the State of New York has not kept up with the financial commitment it has made to the hundreds of thousands of students educated in the community colleges. While student and local sponsor shares have increased over time, that of the State of New York has not proportionately kept up with inflation, presenting a real danger to the quality of education offered. Nevertheless, the State wishes the colleges to be responsive to community and State needs.

D. Methodology

The Committee has functioned by summarizing the major findings of all previous reports on SUNY Community Colleges; discussing and selecting the issues that would be addressed in this report; gathering state by state data on appropriations and on funding formulae; and comparing and analyzing the key relevant data.

The Committee spent a great deal of time on comparisons among states. M.M. Chambers annually compares the states on seven sets of data (Chambers and Hines, 1985). These seven comparisons are selected from among some twenty-six dimensions on which comparisons may be made (Halstead, 1974, pp. 51-69), but these seven have become standard annual expectations in the field of higher education due to Dr. Chambers' work.

In gathering this information, the Committee learned that a number of states are in a similar situation, studying the possibility of formula changes. The most significant state report in recent months is that of California (Commission for the Review of the Master Plan for Higher Education, 1986).

It should be noted that while the work of this Task Force has been proceeding, a somewhat parallel effort focused mostly on funding and governance has been taking place through the work of New York State Senator Kenneth LaValle's Higher Education Committee, and work on a review of community college funding has been conducted by Assemblyman Arthur Kremer's Ways and Means Committee. They have been looking at the current formula and studying alternatives for State financial support.

The bulk of this Task Force committee's work, however, involved the number one concern of the committee—the funding formula and related issues. The committee started off with seventeen issues, but quickly narrowed the list down to the issues presented in this report. It has collected data from each state in order to update the 1982 chart produced by the Education Compact of the States and the National Association of College and University Business Officers (NACUBO, 1983) which delved in detail into the various formulae.

E. Findings

For 1985-86, New York State's ranking on the seven critical measures of appropriations annually collected by the higher education community appear on the following table:

Seven Critical Measures of State Appropriations to Higher Education for the 1985-86 College Year

Measure	New York State	National Average	New York Rank
1985-86 appropriations	$2,545,546,000	$614,944,580/state	2
Appropriations per capita	$143.74	$131.50	15
Appropriations per $1,000 of personal income	10.02	10.22	31
Two-year change (1983-84 to 1985-86)	17%	19%	26
Ten-year change (1975-76 to 1985-86)	103%	140%	44
Two-year change (less inflation)	9%	10%	26
Ten-year change (less inflation)	1%	19%	44

Despite a doubling of appropriations for higher education in New York State, during the past ten years when the effects of inflation are considered, the actual increase is just *one percent!*

New York State actual data show that for the period of the 1971-72 college year to 1985-86, after inflation is removed, based on the Higher Education Price Index, (similar to the Consumer Price Index, but more appropriate to higher education expenditures), the following percentages of increase or decrease per FTE remain:

Revenue Increases (Decreases)
January, 1971 to December, 1985
after inflation (HEPI) is removed

		% Change 1971-72 to 1984-85
Net cost/FTE		(4.4)%
Student Revenue/FTE		0.1 %
State Aid/FTE		(9.3)%
Sponsor Share/FTE		(2.9)%
Sponsors, Contribution/FTE	(1.5)%	
Chargebacks/FTE	(11.6)%	
Fund Balance and other/FTE	149.2 %	

In trying to compare statistics nationally on community colleges, what we have been able to glean, notably from the study of Professor James Wattenbarger, indicates that in FTE expenditures, New York ranked 6th highest for the forty-six States for which there were data in 1984 (it had been 5th two years earlier). At least thirteen other States had increases higher than New York's in the two-year period. (Wattenbarger and Mercer, 1985)

As noted in Appendix B, we have used historical data, which traces revenue sources per FTE from 1970-71 Actual to 1986-87 Preliminary Estimates, to point the way toward several possible areas of continuing interest.

Tuition

In the area of tuition, nationwide it is far less expensive to attend a public two-year than it is to attend a public four-year college, a private two-year college, or a private four-year college, as the chart below shows.

Tuition and Fees Costs in Postsecondary Institutions 1965, 1975, 1985

	1965	1975	1985
Private Four-Year	$1,297	$2,614	$5,418
Private Two-Year	702	1,367	3,206
Public Four-Year	298	599	1,278
Public Two-Year	99	277	647

Source: American Association of Community and Junior Colleges, and National Center for Education Statistics

However students in New York State pay significantly more, on the average, for their higher education in its community colleges than students in other parts of this region and they pay higher tuition than students in the other three regions of the nation.

It should be noted that New York State provides significantly more aid per student for financial assistance than any other state in the nation. Of the $1,292,314,000 in student financial assistance distributed nationwide in 1985-86, New York State provided $382,250,000, or 29.6 percent (National Association of State Scholarship and Grant Programs, 1986). During the past four years (1981-82 to 1984-85) New York State provided between $193.21 and $252.07 per FTE student in financial assistance to SUNY community college students; even after this is factored in, however, the findings that New York State students pay more is still confirmed.

Tuition Income per FTE – 1981-82*

Region	1981-82	Average Percentage of Total Operating Costs
New York	$895	29.7
East	732	26.0
Central	783	23.0
South	447	18.0
West	139	8.0
National	449	16.0

*Data used in this and succeeding tables are for 1981-82 because, while we have more recent data for New York State, there are no complete data for later years for national comparisons.

The percentage, of course, varies from college to college. For New York State's thirty SUNY community colleges in 1985-86, the approved full-time resident tuition ranged from $950 to $1350, with an average of $1237. For 1984-85, the last year for which we have actual figures, the percentage of total operating costs covered by tuition varied from 20.5 to 41.0, with a State-wide average of 30.0 percent.

State Support

When we turn to the broader picture of where support for SUNY's community colleges comes from, the findings are similar—New York State provides lower percentages of support than elsewhere, and local sponsors a higher percentage, when local revenue from all sources is included.

State Support per FTE–1981-1982

Region	State Support Per FTE	Average Percentage of Total Operating Costs
New York	$ 991	32.9
East	1097	39.0
Central	1341	39.0
South	1833	67.0
West	1562	60.0
National	1505	53.0

New York State support per FTE was $1,279 in 1984-85 and was budgeted at $1463 for 1985-86, including contract course aid. If figures were provided for post-audits, it is estimated that New York State would lose another percentage point.

Local Support

Local Support (Sponsor's Contribution) per FTE–1981-82

Region	Local Support Per FTE	Average Percentage of Total Operating Costs
New York	$ 653	21.7
East	697	30.0
Central	1023	30.0
South	192	7.0
West	573	15.0
National	584	21.0

New York's local support per FTE increased to $906 for 1984-1985 actual, and to $985 budgeted for 1985-86. The figures above represent real sponsor dollars expended, and do not include chargeback revenues, fund balances, or other local income. If these were included, the local share shown would be even greater, but they are excluded to make the figures comparable to the national figures indicated.

Total Revenues

The map on the following page demonstrates the relative sources of community college revenues.

Revenue as a whole, including gifts, grants, contracts, and other was as follows:

Total Revenue and Expenditures per FTE–1981-82

Region	Revenues	Expenditures
New York	$3030	$3011
East	2803	2803
Central	3485	3409
South	2737	2739
West	2626	2583
National	2351	2821

New York State cost per FTE increased to expenses of $3927 for 1984-85 actual, and to $4306 budgeted for 1985-86.

Funding Formulae

Finally, with regard to funding formulae, there are four basic types in use in the various states of the nation.

In 1982-83:
- 22 states used unit rate formulae
- 15 states had no funding formula, but negotiated the total
- 8 states had cost-based formulae
- 1 state had a minimum-foundation level of support

The East led all regions in 1982-83 in the number of states without a funding formula. Unit rate formulae are most prevalent in the South and West, and the Central region has the highest percentage of cost-based formulae.

It should be noted, of course, that states vary in what they will support, leading to wide variations in local practice among the community colleges from state-to-state.

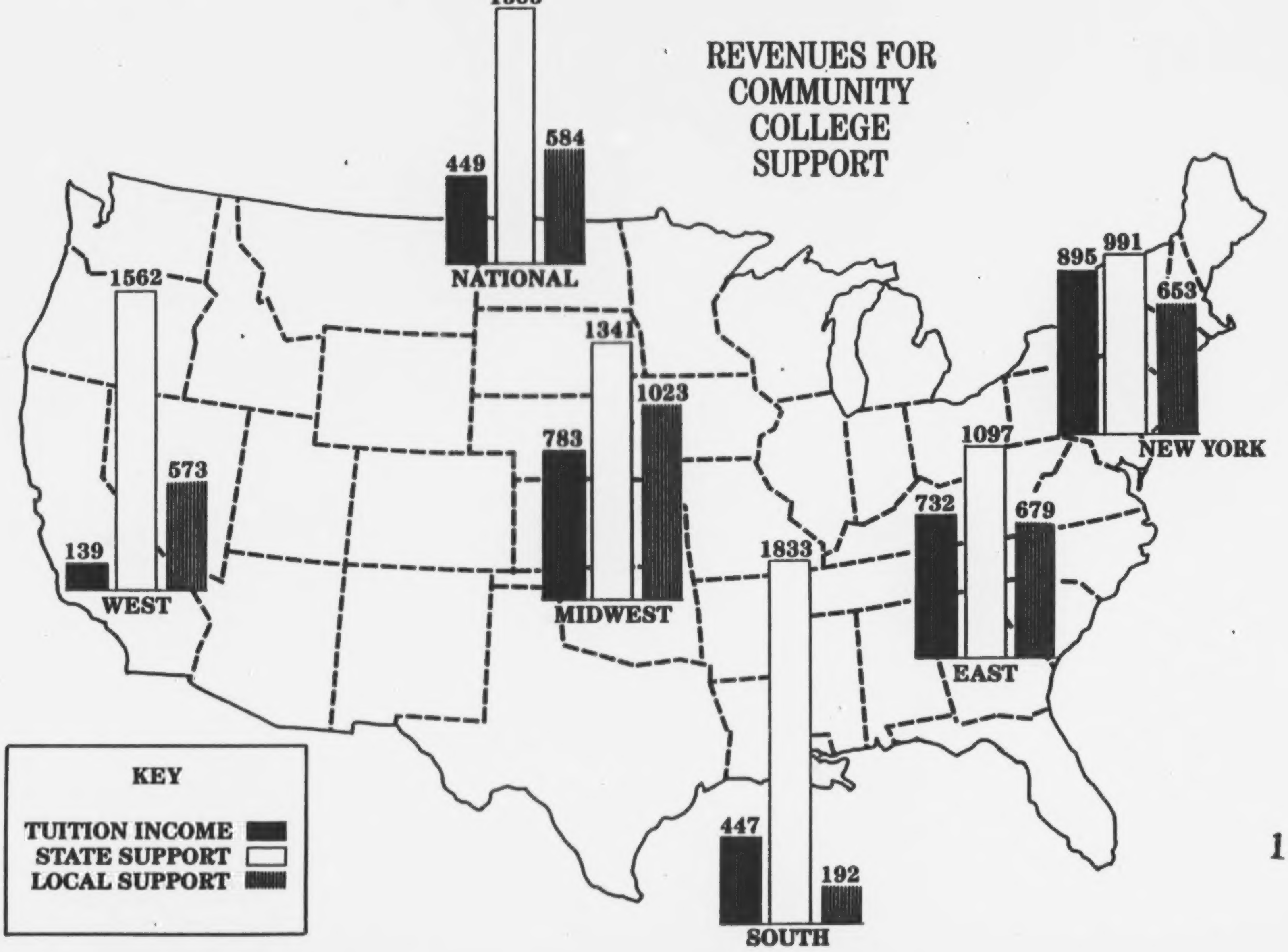
F. Recommended Action

The Task Force discussed several possible alternatives to the present funding formula for SUNY community colleges, each of which is costed out in Appendices C-1 to C-6. Appendix C-1 shows the FTE calculations of the current 30-credit hour FTE calculation and an alternate 24-credit hour FTE calculation. Appendices C-2 and C-3 show the current formula calculations, as approved in the 1985-86 final State operating budget, so that there is a baseline for comparison. Total net operating costs for the thirty community colleges for 1985-86 are $506.2 million, with the State providing $180.6 million, or 35.7 percent excluding contract course aid.

The Task Force recommends the adoption of Option One as presented in Appendix C-4. It provides for a simple change in the wording of the aid formula to read that *colleges would receive "the greater of" instead of "the lesser of" the two, 40 percent of net operating costs or the base aid formula rates.* It is recognized that there may have to be added provisos: a possible "cap" established and phased-in by the State University of New York, and assurances that the sponsor and student dollar shares will not diminish. Based on 1985-86 final budgets, the net cost to the State of New York for this change would be $35,339,731, if there is no "cap."

Option Two, shown in Appendix C-5, would have the student credit hours divided by twenty-four instead of thirty as at present. The rationale behind this change is that each college defines a full-time student as one who carries at least twelve credits in a semester; to divide the total number of credits by thirty, therefore, is somewhat anomalous since it clearly underrepresents the colleges' real cost per student, especially the costs for part-time students (the counseling, registration, billing and other costs are at least equal to the costs for full-time students, and in some instances may be even greater). Based on 1985-86 final budgets, the net cost to the State of New York for this change would be $24,974,665.

During the course of the Committee's work, Senator William T. Smith proposed that the State take over a larger share of the community colleges' cost minus tuition. The cost of this proposal may be seen in Appendix C-6 to be between $139,511,880 and $171,942,815 depending upon the assumptions made for student tuition revenue. For instance, the lower cost figure is based on the assumption that student tuition revenue is maximized for all thirty community colleges at $1350 per full-time and $57 per credit hour for part-time students, regardless of net operating cost limits. Since State assistance would increase to between $320,077,064 and


REVENUES FOR COMMUNITY COLLEGE SUPPORT
449
1505
584
NATIONAL
1562
139
573
WEST
783
1341
1023
MIDWEST
447
1833
192
SOUTH
732
1097
679
EAST
895
991
653
NEW YORK
KEY
TUITION INCOME ■
STATE SUPPORT □
LOCAL SUPPORT ▥

$352,507,999 under this proposal, (depending on the tuition assumptions), it is interesting to compare the cost to what it would be if New York State provided State aid at the same rate as the average state does to community colleges across the nation; that figure would be $331.6 million, a figure very close to Senator Smith's proposal.

The following table summarizes the costs of the four options to the present funding formula discussed in this Report and detailed in Appendix C. These figures are based on a total net operating budget for all SUNY community colleges of $506.2 million in 1985-86:

	Total State Operating Aid Payable
Current formula	$180,565,184
The "greater of" 40 percent or the formula	$215,904,915
Dividing student credit hours by 24 instead of 30	$205,539,849
Full State funding	$320,077,064 to
(depending on student tuition assumption)	$352,507,999

In conclusion, as indicated at the beginning of this chapter, reviewing the funding mechanism for the SUNY community colleges is a continuing process. There is probably no perfect solution that addresses the need of each of the thirty SUNY community colleges in the same manner. What has been proposed is what the Task Force feels are the most helpful and feasible alternatives to meet the present funding needs of the thirty SUNY community colleges within a funding framework that is both fair and reasonable to the State and also meets the aforementioned needs of the colleges. The Task Force, after reviewing the options outlined above, has recommended the adoption of Option One. However, the Task Force recognizes that, like all funding formulae, this formula, if adopted, must be reviewed and adjusted when necessary on a periodic basis.

SUMMARY OF RECOMMENDATIONS

TO THE CHANCELLOR

1. It is recommended that the State University vigorously support a change in the present community college funding formula. The new formula would provide for funding community colleges at a level of the *greater of 40 percent of the approved budget or the formula.*

   The Chancellor should immediately seek to determine whether this proposal has the support of those groups whose endorsement would be critical to its success—the Association of Boards of Trustees of Community Colleges, the Association of Presidents of Public Community Colleges, the Faculty Council of Community Colleges, the Student Assembly, and others he deems appropriate.

2. It is recommended that, if the concept of the proposed change in the funding formula is adopted, the State University should undertake a detailed impact study to determine if there is a need to establish a cap on the combined amount of base and supplemental state aid. While the Task Force discussed a possible state aid funding cap of 50% of the operating budget, it concluded that more detailed information was needed before any specific cap to the state aid formula could be recommended.

APPENDIX A

*****OPERATING AID SUMMARY*****
1950 Through 1986-87

STATE UNIVERSITY OF NEW YORK
Community Colleges

Aid - Formula Provisions	1950-70	1970-71	1971-72 (4)	1972-73 (4)	1973-74 (4)	1974-75	1975-76	1976-77 (11)	1977-78 (9)	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87 Approved
**********BASIC AID EQUALS:**********																		
Percent Net Operating Costs or If	0.333	0.40 (1)(2)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Equals the Lesser Of Percent Net Operating Costs Or	N/A	N/A	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%	40%
The Sum of the Following $s FTE Plus	N/A	N/A	$621	$621	$621	$670	$670	$670	$670 (6)	$750 (6)	$805 (6)	$805 (6)	$930 (7)	$950 (7)	$970 (8)	$1070 (8)	$1250 (8)	$1325 (8)
$'s FTE If the Student Faculty	N/A	N/A	$35	$35	$35	$35	$35	$35	$35 (6)	$35 (6)	$35 (6)	$35 (6)	N/A	N/A	N/A	N/A	N/A	N/A
Ratio is No Less Than ____/1 Plus	N/A	N/A	17	17	17	17	17.5	18	18.5	18.5	18.5	18.5	N/A	N/A	N/A	N/A	N/A	N/A
$'s FTE If 50 Percent Costs Are in Instruction Plus	N/A	N/A	$35	$35	$35	$35	$35	$35	$35 (6)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
$'s FTE If 50 Percent Students Are Enrolled in Technical Or Vocational Programs (AAS Or AS Degree) Plus	N/A	N/A	$35	$35	$35	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
$'s FTE If the Sponsor Contribution is No Less Than 1/2 Mill Full Valuation Of Taxable Real Property In the Sponsorship Area Plus	N/A	N/A	$35	$35	$35	$35	$35	$35	$35 (6)	$35 (6)	$35 (6)	$35 (6)	$35 (7)	$35 (7)	$35 (8)	$35 (8)	$35 (8)	$35 (8)
$'s Full-Time Disadvantaged Student (12) Plus	N/A	N/A	$90	$90	$90	$90	$100	$100	$100	$100	$193	$193	$193	$212	$212	$212	$212	$212
Percent of Allowable Rental Costs For Physical Space	N/A	N/A	N/A	N/A	N/A	N/A	40%	40%	40%	50%	50%	50%	50%	50%	50%	50%	50%	50%
**********SUPPLEMENTAL AID EQUALS (3)**********																		
$'s FTE Student Enrolled In A Technical Program (13) Plus	N/A	N/A	N/A	N/A	$150 (5)	$150 (5)	$150	$150	$150	$180	$178	$178	$178	$195	$195	$195	$195	$195
$'s FTE Student Enrolled In A Business Program	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$75	$75	$75	$75	$82	$82	$82	$82	$82
**********CONTRACT COURSE AID EQUALS (14)**********																		
$'s FTE Student	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$930/965	$950/985	$970/1005	$1070/1105	$1250/1285	$1325/1360

Aid - Enrollments and Costs	1950-70	1970-71 Actual	1971-72 Actual	1972-73 Actual	1973-74 Actual	1974-75 Actual	1975-76 Actual	1976-77 Actual	1977-78 Actual	1978-79 Actual	1979-80 Actual	1980-81 Actual	1981-82 Actual	1982-83 Actual	1983-84 Actual	1984-85 Actual	1985-86 Fal Bud	1986-87 Pre Bud
Budgeted FTE	N/A	81,815.0	88,634.6	94,138.2	93,681.4	97,609.9	106,834.9	117,541.2	115,340.4	113,827.1	113,889.1	118,955.6	126,625.3	130,894.6	132,388.5	130,398.7	124,630.7	123,752.0
Actual FTE	N/A	80,631.1	87,581.3	91,832.1	95,608.2	104,607.3	116,866.7	113,299.9	113,625.0	114,307.8	110,744.5	126,574.2	130,475.9	132,279.3	132,823.9	127,091.1	N/A	N/A
Funded FTE - Base Aid	N/A	N/A	87,581.3	91,832.1	95,608.2	104,607.3	116,866.7	113,299.9	113,625.0	114,307.8	116,370.4	116,409.2	121,772.9	126,872.3	132,375.2	134,092.0	130,180.0	127,753.0
Funded FTE - Partially Funded	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0.0	0.0	2,374.1	10,165.0	N/A	N/A	N/A	N/A	N/A	N/A
Funded FTE - S/F Ratio	N/A	N/A	69,760.0	73,304.0	75,078.0	90,108.1	105,633.5	95,235.0	86,822.6	91,597.1	86,247.0	74,409.9	N/A	N/A	N/A	N/A	N/A	N/A
Funded FTE - 50% Inst	N/A	N/A	50,124.7	69,273.6	71,395.5	84,753.2	88,119.3	95,190.2	86,209.2	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Funded FTE - 50% Tech/Vocatl	N/A	N/A	33,570.9	40,902.1	55,293.4	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Funded FTE - Millage Aid	N/A	N/A	45,975.7	52,058.9	63,585.5	66,285.0	79,635.0	82,359.9	81,805.1	82,161.1	83,432.9	82,095.2	87,014.9	92,335.5	96,879.0	111,905.0	110,520.0	106,433.0
Funded FT - Disadvantaged	N/A	N/A	3,709.0	6,374.5	5,958.6	6,461.0	8,169.5	7,306.3	5,795.5	5,791.0	5,198.7	4,852.0	5,399.3	5,534.0	7,118.0	9,021.0	7,216.6	7,379.6
Funded FT/FTE- Tech/Progm	N/A	N/A	N/A	N/A	28,479.0	40,459.1	46,533.0	42,489.2	45,004.6	42,157.7	42,512.6	46,744.3	48,455.3	50,229.0	51,379.4	47,279.4	49,092.3	48,904.7
Funded FTE - Business/Progm	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	20,315.1	30,385.5	33,626.2	30,741.6	35,426.2	34,989.1	33,455.2	32,079.1	32,815.3
Funded FTE - Contract Base	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	624.9	716.5	933.7	1,522.9	1,369.3	N/A
Funded FTE - Contract Millage	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	463.9	595.7	768.6	1,342.2	1,109.0	N/A
Net Operating Costs	N/A	115622027	131981615	146938858	160075764	199951108	221010932	233159731	247998475	260593980	271093995	323436140	357992858	399694973	430077646	463608472	506211826	548497996
Rental Costs	N/A	N/A	N/A	N/A	N/A	N/A	694411	976951	748937	638882	612596	793185	969263	1321978	1669687	2139967	2648102	2302835

N/A = Not applicable or Not available
FTE = Full Time Equivalent

11-Jun-86

APPENDIX A (Continued)

STATE UNIVERSITY OF NEW YORK
Community Colleges

Operating Aid Summary
Funding History Notes

(1) TO DETERMINE THE RATES FOR NON-F.O.P. COLLEGES DIVIDE BY 1.2 FOR THE COLLEGE YEARS 1970-71 AND ON.

(2) 30.9% N.O.C. FOR JULY 1 F.O.P. COLLEGES
33.3% N.O.C. FOR ALL NON-F.O.P. COLLEGES

(3) PROVIDING A SPONSOR MAINTAINS EFFORT AND FULL AND PART-TIME TUITION RATES ARE NOT REDUCED.

(4) YEAR TO YEAR STATE AID CHANGES PER F.T.E. WERE LIMITED BY A $35.00 MAXIMUM INCREASE OR DECREASE (SEE FOOTNOTE 1).

(5) BASED ON HEADCOUNT

(6) LESSOR OF ACTUAL OR ASSIGNED FULLY-FUNDED F.T.E.'s, ENROLLMENTS IN EXCESS OF ASSIGNED FUNDED AT 50% OF BASE AID FOR THE FIRST 1%, 25% FOR TE NEXT 1% AND $100 PER F.T.E. FOR THE REMAINDER.

(7) BASED ON CALCULATED 20%, 30%, 50% OF THE THREE PRIOR YEARS ACTUAL ENROLLMENT.

(8) BASED ON GREATER OF PRIOR YEARS ACTUAL OR A CALCULATION OF 20%, 30% 50% OF THE THREE PRIOR YEARS F.T.E. ACTUAL ENROLLMENT.

(9) THE BASIC STATE AID FOR A COMMUNITY COLLEGE OR A NEW CAMPUS OF A MUTIPLE CAMPUS COMMUNITY COLLEGE IN THE PROCESS OF FORMATION SHALL BE 40% OF NET OPERATING COSTS, DURING THE ORGANIZATION YEAR AND THE FIRST TWO FISCAL YEARS IN WHICH STUDENTS ARE ENROLLED (1971-72 AND ON).

(10) ALL COMMUNITY COLLEGES ADOPTED THE FOP PROGRAM IN 1970-71, EXCEPT JEFFERSON 1974-75; SUFFOLK COUNTY 1975-76; AND ERIE AND NASSAU IN 1977-78.

(11) CHAPTER 460 - LAWS OF 76 EFFECT 1/3 N.O.C. LIMIT FOR STUDENT REVENUES (SUPPLEMENTAL BUDGET).

(12) PROVIDING THE PROPORTION OF DISADVANTAGED STUDENTS FROM THE SPONSORSHIP AREA ENROLLED IS GREATER THAN OR EQUAL TO THE PROPORTION OF DISADVANTAGED PERSONS IN THE SPONSORSHIP AREA. (MA, SSI, HR, ADC) (1984-85 AND ON MA, SSI, & HR PERSONS AND ADC CASES FOR THRESHOLD DETERMINATION)

(13) TECHNICAL PROGRAMS INCLUDE CERTIFICATE AND DIPLOMA PROGRAMS IN THE SCIENCE AND TECHNOLOGIES AND ALL ASSOCIATE IN SCIENCE, ASSOCIATE IN APPLIED SCIENCE AND ASSOCIATE IN OCCUPATIONAL STUDIES DEGREE PROGRAMS WITH THE EXCEPTION OF CERTAIN BUSINESS CURRICULA.

(14) CONTRACT COURSE AID PROVIDES FOR F.T.E. STUDENTS ENROLLED IN COURSES OFFERED FOR THE PURPOSE OF PROVIDING OCCUPATIONAL TRAINING OR ASSISTANCE AND RETENTION OF JOB OPPORTUNITIES, THROUGH CONTRACTS OR ARRANGEMENTS BETWEEN A COMMUNITY COLLEGE AND A BUSINESS, LABOR ORGANIZATION, OR NOT-FOR-PROFIT CORPORATION OR ORGANIZATION, INCLUDING LABOR-MANAGEMENT COMMITTEES COMPOSED OF LABOR, BUSINESS AND COMMUNITY LEADERS ORGANIZED TO PROMOTE LABOR-MANAGEMENT RELATIONS, PRODUCTIVINE QUALITY OF WORKING LIFE, INDUSTRIAL DEVELOPMENT AND RETENTION OF BUSINESS IN THE COMMUNITY.

(15) ACTUAL F.T.E. ENROLLMENTS ARE AUDIT ADJUSTED AND MAY NOT EQUAL O.I.R. OFFICIAL ENROLLMENT REPORTS OR ANNUAL FINANCIAL REPORTS

(16) BUDGETED CHARGEBACKS ADJUSTED: 1983-84; 20% OF 1981-82 BUDGET/ACTUAL VARIANCE
1984-85; 40% OF 1982-83 BUDGET/ACTUAL VARIANCE
1985-86; 60% OF 1983-84 BUDGET/ACTUAL VARIANCE
1986-87; 80% OF 1984-85 BUDGET/ACTUAL VARIANCE
1987-88; 100% OF 1985-86 BUDGET/ACTUAL VARIANCE

(17) THE FULL-TIME TUITION RATES FOR RESIDENTS OF THE SPONSORSHIP AREA, AND NONRESIDENTS OF THE SPONSORSHIP AREA PRESENTING CERTIFICATES OF RESIDENCE, SHALL NOT EXCEED THE FOLLOWING AMOUNTS PER ACADEMIC YEAR:

YEAR(S)	NUMBER OF YEARS	MAXIMUM RATE
1967-68 TO 1970-71	4	$400
1971-72	1	$550
1972-73 TO 1975-76	4	$650
1976-77 TO 1978-79	3	$750
1979-80 TO 1980-81	2	$900
1981-82 TO 1982-83	2	$1050
1983-84 TO ????-??	4*	$1350

* ASSUMES NO TUITION INCREASE THROUGH THE END OF THE 1986-87 COLLEGE FISCAL YEAR

(18) RENTAL COSTS - RENTAL COSTS FOR PHYSICAL SPACE EXCLUDE THE COSTS OF SUCH SERVICES AS ELECTRICITY, GAS, HEAT OR JANITORIAL SERVICES WHERE THE EXPENSES OF THE LATTER ARE INCLUDED IN THE RENTAL CHARGES.

APPENDIX B

STATE UNIVERSITY OF NEW YORK COMMUNITY COLLEGES

REVENUE SUMMARY (BY FTE STUDENT)

	TOTAL REVENUES AND APPLIED FUND BALANCE	STUDENTS TUITION REVENUE	SPONSORS CONTRIBUTION	CHARGEBACK REVENUE	OUT OF STATE TUITION REVENUE	OTHER REVENUE IN LIEU OF SPON. CONT.	STATE OPERATING AND CONTRACT COURSE AID	OTHER REVENUE OFFSET	FERDERAL AID	APPROPRIATED CASH SURPLUS
1970-71	$1,492	$406	$364	$114	$ 7	$ 1	$544	$23	$37	($ 3)
1971-72	$1,575	$465	$364	$118	$ 4	$ 5	$557	$34	$32	($ 4)
1972-73	$1,685	$486	$400	$118	$ 3	$ 6	$582	$44	$41	$ 5
1973-74	$1,819	$520	$442	$133	$ .4	$ 5	$650	$49	$54	($38)
1974-75	$1,969	$557	$459	$144	$ 7	$ 2	$727	$49	$55	($32)
1975-76	$2,002	$580	$440	$147	$ 8	$ 3	$759	$53	$55	($45)
1976-77	$2,187	$658	$474	$139	$ 9	$ 5	$788	$50	$79	($16)
1977-78	$2,339	$693	$523	$160	$ 11	$ 3	$821	$60	$95	($26)
1978-79	$2,536	$725	$596	$181	$ 16	$ 7	$894	$60	$116	($59)
1979-80	$2,664	$776	$614	$191	$ 18	$ 5	$927	$58	$146	($71)
1980-81	$2,804	$821	$639	$214	$ 17	$ 5	$890	$64	$181	($26)
1981-82	$3,011	$895	$653	$218	$ 23	$ 4	$991	$53	$193	($19)
1982-83	$3,255	$985	$688	$234	$ 26	$ 6	$1,049	$171	$ 59	$38
1983-84	$3,524	$1,104	$773	$245	$ 30	$ 7	$1,114	$184	$ 65	$ 2
1984-85	$3,873	$1,161	$882	$250	$ 34	$ 5	$1,246	$175	$ 58	$62
1985-86	$4,294	$1,237	$976	$270	$ 34	$ 7	$1,462	$189	$ 52	$67
1986-87	$4,673	$1,306	$1,070	$287	$ 36	$ 6	$1,688	$189	$ 51	$39

APPENDIX C-1

CHANCELLOR'S TASK FORCE ON COMMUNITY COLLEGES
Committee On Funding (A)

Credit Hour - FTE Conversions
Based on 1985-86 Final Budget Requests

	FTE @ 15 CREDIT HOURS PER SEMESTER *						FTE @ 12 CREDIT HOURS PER SEMESTER **						CREDIT HOURS			
	1982-83 ACTUAL FTE CR.HR./30	1983-84 ACTUAL FTE CR.HR./30	1984-85 EST ACT FTE CR.HR./30	1985-86 BUDGETED FTE CR.HR./30	1985-86 CALC FTE CR.HR./30	1985-86 FUNDED FTE CR.HR./30	1982-83 ACTUAL FTE CR.HR./24	1983-84 ACTUAL FTE CR.HR./24	1984-85 EST ACT FTE CR.HR./24	1985-86 BUDGETED FTE CR.HR./24	1985-86 CALC FTE CR.HR./24	1985-86 FUNDED FTE CR.HR./24	1982-83 ACTUAL CREDIT HOURS	1983-84 ACTUAL CREDIT HOURS	1984-85 EST ACTUAL CREDIT HOURS	1985-86 BUDGETED CREDIT HOURS
TOTALS	131,453.2	132,786.5	127,052.5	124,630.7	129,652.0	130,178.9	164,316.5	165,983.1	158,815.6	155,788.4	162,066.1	162,723.7	3,943,596	3,983,595	3,811,575	3,738,921
ADIRONDACK	2,161.0	2,242.6	2,065.6	2,000.0	2,137.8	2,137.8	2,701.3	2,803.3	2,582.0	2,500.0	2,672.2	2,672.2	64,830	67,278	61,968	60,000
BROOME	4,880.5	5,133.3	4,840.6	4,750.0	4,936.4	4,936.4	6,100.6	6,416.6	6,050.0	5,937.5	6,170.5	6,170.5	146,415	153,999	145,218	142,500
CAYUGA COU	2,199.5	2,118.3	1,940.0	1,825.0	2,045.4	2,045.4	2,749.4	2,647.9	2,425.0	2,281.3	2,556.7	2,556.7	65,985	63,549	58,200	54,750
CLINTON	1,062.8	1,106.9	1,080.0	1,085.0	1,084.6	1,084.6	1,328.5	1,383.6	1,350.0	1,356.3	1,355.8	1,355.8	31,884	33,207	32,400	32,550
COLUMBIA-G	1,181.6	1,141.9	1,100.0	1,065.0	1,128.9	1,128.9	1,477.0	1,427.4	1,375.0	1,331.3	1,411.1	1,411.1	35,448	34,257	33,000	31,950
CC OF FING	2,282.3	2,372.2	2,258.0	2,050.0	2,297.1	2,297.1	2,852.9	2,965.3	2,822.5	2,562.5	2,871.4	2,871.4	68,469	71,166	67,740	61,500
CORNING	3,014.6	2,983.6	2,780.0	2,700.0	2,888.0	2,888.0	3,768.3	3,729.5	3,475.0	3,375.0	3,610.0	3,610.0	90,438	89,508	83,400	81,000
DUTCHESS	5,070.2	4,990.7	4,774.5	4,600.0	4,898.5	4,898.5	6,337.8	6,238.4	5,968.1	5,750.0	6,123.1	6,123.1	152,106	149,721	143,235	138,000
ERIE	10,313.9	10,435.5	9,250.0	9,250.0	9,818.4	9,818.4	12,892.4	13,044.4	11,562.5	11,562.5	12,273.0	12,273.0	309,417	313,065	277,500	277,500
FASHION IN	6,964.6	7,321.1	7,500.0	7,500.0	7,339.3	7,500.0	8,705.8	9,151.4	9,375.0	9,375.0	9,174.1	9,375.0	208,938	219,633	225,000	225,000
FULTON-MON	1,377.8	1,452.4	1,416.4	1,300.0	1,419.5	1,419.5	1,722.3	1,815.5	1,770.5	1,625.0	1,774.4	1,774.4	41,334	43,572	42,492	39,000
GENESEE	2,004.6	2,131.1	2,067.6	2,050.0	2,074.1	2,074.1	2,505.8	2,663.9	2,584.5	2,562.5	2,592.6	2,592.6	60,138	63,933	62,028	61,500
HERKIMER C	1,837.0	1,758.6	1,729.2	1,642.6	1,759.6	1,759.6	2,296.3	2,198.3	2,161.5	2,053.3	2,199.5	2,199.5	55,110	52,758	51,876	49,278
HUDSON VAL	6,212.5	6,326.7	5,899.4	5,900.0	6,090.2	6,090.2	7,765.6	7,908.4	7,374.3	7,375.0	7,612.8	7,612.8	186,375	189,801	176,982	177,000
JAMESTOWN	2,889.4	2,804.8	2,729.4	2,520.0	2,784.0	2,784.0	3,611.8	3,506.0	3,411.8	3,150.0	3,480.0	3,480.0	86,682	84,144	81,882	75,600
JEFFERSON	1,381.9	1,437.1	1,354.1	1,370.6	1,384.6	1,384.6	1,727.4	1,796.4	1,692.6	1,713.3	1,730.7	1,730.7	41,457	43,113	40,623	41,118
MOHAWK VAL	5,198.2	5,323.3	4,960.0	4,960.0	5,116.6	5,116.6	6,497.8	6,654.1	6,200.0	6,200.0	6,395.8	6,395.8	155,946	159,699	148,800	148,800
MONROE	7,927.1	8,447.4	8,400.0	8,400.0	8,319.6	8,400.0	9,908.9	10,559.3	10,500.0	10,500.0	10,399.6	10,500.0	237,813	253,422	252,000	252,000
NASSAU	16,868.2	16,088.3	15,300.0	14,800.0	15,850.1	15,850.1	21,085.3	20,110.4	19,125.0	18,500.0	19,812.7	19,812.7	506,046	482,649	459,000	444,000
NIAGARA CO	3,731.0	3,928.0	3,958.0	4,020.0	3,903.6	3,958.0	4,663.8	4,910.0	4,947.5	5,025.0	4,879.5	4,947.5	111,930	117,840	118,740	120,600
NORTH COUN	1,045.1	1,189.8	1,266.0	1,238.0	1,199.0	1,266.0	1,306.4	1,487.3	1,582.5	1,547.5	1,498.7	1,582.5	31,353	35,694	37,980	37,140
ONONDAGA	5,456.7	5,518.4	5,117.0	5,005.0	5,305.4	5,305.4	6,820.9	6,898.0	6,396.3	6,256.3	6,631.7	6,631.7	163,701	165,552	153,510	150,150
ORANGE COU	3,733.3	3,689.9	3,544.0	3,509.9	3,625.6	3,625.6	4,666.6	4,612.4	4,430.0	4,387.4	4,532.0	4,532.0	111,999	110,697	106,320	105,297
ROCKLAND	5,642.9	6,273.3	6,275.0	6,275.0	6,148.1	6,275.0	7,053.6	7,841.6	7,843.8	7,843.8	7,685.1	7,843.8	169,287	188,199	188,250	188,250
SCHENECTAD	1,976.9	2,060.0	2,100.0	2,100.0	2,063.4	2,100.0	2,471.1	2,575.0	2,625.0	2,625.0	2,579.2	2,625.0	59,307	61,800	63,000	63,000
SUFFOLK CO	13,305.9	12,880.3	12,200.0	11,600.0	12,625.3	12,625.3	16,632.4	16,100.4	15,250.0	14,500.0	15,781.6	15,781.6	399,177	386,409	366,000	348,000
SULLIVAN C	1,481.0	1,539.2	1,402.4	1,518.1	1,459.2	1,459.2	1,851.3	1,924.0	1,753.0	1,897.6	1,824.0	1,824.0	44,430	46,176	42,072	45,543
TOMPKINS-C	1,989.9	1,914.6	1,888.0	1,888.0	1,916.4	1,916.4	2,487.4	2,393.3	2,360.0	2,360.0	2,395.5	2,395.5	59,697	57,438	56,640	56,640
ULSTER COU	2,515.8	2,478.0	2,369.6	2,261.9	2,431.4	2,431.4	3,144.8	3,097.5	2,962.0	2,827.4	3,039.2	3,039.2	75,474	74,340	71,088	67,857
WESTCHESTE	5,747.0	5,699.2	5,487.7	5,446.6	5,603.0	5,603.0	7,183.8	7,124.0	6,859.6	6,808.3	7,003.8	7,003.8	172,410	170,976	164,631	163,398

* See Pages 3 & 4
** See Page 5

J.H. Hankin, Chairman
07-May-86

APPENDIX C-2

CHANCELLOR'S TASK FORCE ON COMMUNITY COLLEGES
Committee On Funding (A)

Aid Costs & Enrollments
Based on 1985-86 Final Budget Requests

	NET OPERATING COSTS	FUNDED FTE FOR BASE AID	FUNDED FTE MILLAGE AID	FUNDED FT DISADVANTAGED	FUNDED RENTAL COSTS	FUNDED FT/FTE TECH/PROGM	FUNDED FTE BUSINESS PROGM
TOTALS	$504,211,026	130,180.0	110,520.0	7,216.6	$2,648,102	49,092.3	32,879.1
ADIRONDACK	6,525,020	2,137.0	0.0	0.0	112,000	840.6	621.1
BROOME	15,595,254	4,936.4	4,936.4	194.0	60,000	1,877.0	1,230.0
CAYUGA COUNTY	7,518,000	2,045.4	2,045.4	300.0	30,000	850.0	425.0
CLINTON	4,241,492	1,084.7	1,084.7	165.0	6,536	250.0	250.0
COLUMBIA-GREENE	4,366,397	1,120.9	1,120.9	0.0	0	350.0	290.0
CC OF FINGER LAKES	9,067,960	2,297.1	2,297.1	175.0	90,760	1,010.0	550.0
CORNING	11,460,522	2,000.0	2,000.0	285.0	119,000	1,404.0	380.0
DUTCHESS	19,053,064	4,090.5	4,090.5	275.0	116,227	2,108.0	1,113.2
ERIE	29,438,630	9,018.4	0.0	1,200.0	40,000	3,700.0	,700.0
FASHION INSTITUTE	42,735,443	7,500.0	7,500.0	0.0	19,200	4,050.0	2,513.0
FULTON-MONTGOMERY	5,469,627	1,419.5	1,419.5	95.0	2,000	655.0	355.0
GENESEE	7,947,600	2,074.1	2,074.1	293.0	50,000	726.0	742.0
HERKIMER COUNTY	5,725,000	1,739.6	1,739.6	165.0	41,254	700.0	625.0
HUDSON VALLEY	22,449,026	6,091.0	6,091.0	0.0	443,000	2,900.0	1,350.0
JAMESTOWN	8,960,000	2,704.0	2,704.0	0.0	131,416	1,075.0	370.0
JEFFERSON	5,116,083	1,304.6	1,304.6	130.6	0	475.0	450.0
MOHAWK VALLEY	17,278,362	5,116.6	5,116.6	300.0	311,000	2,600.0	1,575.0
MONROE	32,324,400	8,400.0	8,400.0	424.0	121,152	3,556.0	2,209.0
NASSAU	60,107,372	15,850.1	15,850.1	313.0	6,500	4,700.0	5,300.0
NIAGARA COUNTY	13,300,085	3,950.0	3,950.0	547.0	89,716	1,654.0	833.0
NORTH,COUNTRY	4,800,795	1,266.0	1,266.0	175.0	59,150	485.0	230.0
ONONDAGA	21,492,041	5,305.3	5,305.3	0.0	40,000	1,660.0	1,200.0
ORANGE COUNTY	15,226,192	3,625.7	3,625.7	264.0	254,245	1,833.4	842.6
ROCKLAND	22,521,392	6,275.0	6,275.0	320.0	120,000	2,000.0	1,300.0
SCHENECTADY COUNTY	7,330,991	2,100.0	0.0	175.0	60,000	946.6	535.7
SUFFOLK COUNTY	45,732,478	12,625.3	12,625.3	500.0	164,000	2,230.8	2,896.3
SULLIVAN COUNTY	8,203,216	1,459.2	1,459.2	125.0	0	890.1	273.4
TOMPKINS-CORTLAND	7,095,325	1,916.4	1,916.4	140.0	12,850	725.0	550.0
ULSTER COUNTY	10,391,565	2,431.4	2,431.4	475.0	0	971.0	569.0
WESTCHESTER	26,213,996	5,603.0	0.0	181.0	147,288	1,781.8	1,320.8

J.N. Hankin, Chairman
07-May-86

APPENDIX C-3

CHANCELLOR'S TASK FORCE ON COMMUNITY COLLEGES
Committee On Funding (A)

Computation of State Operating Aid - Current Formula
Based on 1985-86 Final Budget Requests

	NET OPERATING COSTS 0.40	AID PAYABLE FOR BASE AID @___ 000 1,250.00	AID PAYABLE MILLAGE AID @___ 000 35.00	AID PAYABLE DISADVANTAGED @___ 000 212.00	AID PAYABLE RENTAL COSTS @___ 000 0.50	TOTAL BASIC AID ALL CONDITIONS	TOTAL BASIC AID PAYABLE "MIN"	AID PAYABLE TECH/PROGM @___ 000 195.00	AID PAYABLE BUSINESS PROGM @___ 000 82.00	TOTAL SUPPL AID PAYABLE	TOTAL OPERATING AID PAYABLE
TOTALS	$202,484,730	$162,725,000	$3,868,228	$1,529,919	$1,324,051	$169,447,198	$168,296,099	$9,372,999	$2,696,086	$12,269,085	$180,565,184
ADIRONDACK	2,610,000	2,672,250	0	0	56,400	2,728,650	2,610,000	163,917	50,930	214,847	2,824,858
BROOME	6,238,102	6,170,500	172,774	41,128	30,000	6,414,402	6,238,102	366,015	100,860	466,875	6,704,977
CAYUGA COU	3,007,200	2,554,750	71,589	63,600	15,000	2,706,939	2,706,939	165,750	34,850	200,600	2,907,539
CLINTON	1,696,597	1,355,875	37,965	34,980	3,268	1,432,088	1,432,088	48,750	20,500	69,250	1,501,338
COLUMBIA-G	1,746,559	1,411,125	39,512	0	0	1,450,637	1,450,637	68,250	23,780	92,030	1,542,667
CC OF FING	3,627,187	2,871,375	80,399	37,100	45,384	3,034,258	3,034,258	196,950	45,100	242,050	3,276,308
CORNING	4,584,209	3,610,000	101,080	60,420	59,500	3,831,000	3,831,000	273,780	31,160	304,940	4,135,940
DUTCHESS	7,941,226	6,123,125	171,448	58,300	58,114	6,410,986	6,410,986	426,660	91,282	517,942	6,928,928
ERIE	11,775,452	12,273,000	0	254,400	20,000	12,547,400	11,775,452	721,500	155,800	877,300	12,652,752
FASHION IN	16,902,177	9,375,000	262,500	0	9,600	9,647,100	9,647,100	789,750	206,066	995,816	10,642,916
FULTON-MON	2,107,851	1,774,375	49,683	20,140	1,000	1,845,198	1,845,198	127,725	29,110	156,835	2,002,033
GENESEE	3,178,800	2,592,625	72,594	62,116	25,000	2,752,335	2,752,335	141,570	60,844	202,414	2,954,749
HERKIMER C	2,291,632	2,199,500	61,586	34,980	20,627	2,316,693	2,291,632	136,500	51,250	187,750	2,479,382
HUDSON VAL	8,979,614	7,613,750	213,185	0	221,500	8,048,435	8,048,435	565,500	110,700	676,200	8,724,635
JAMESTOWN	3,584,000	3,480,000	97,440	0	65,708	3,643,148	3,584,000	209,625	30,340	239,965	3,823,965
JEFFERSON	2,046,753	1,730,750	48,461	27,687	0	1,806,898	1,806,898	92,625	36,900	129,525	1,936,423
MOHAWK VAL	6,911,345	6,395,750	179,081	63,600	155,500	6,793,931	6,793,931	507,000	129,150	636,150	7,430,081
MONROE	12,929,760	10,500,000	294,000	89,888	60,576	10,944,464	10,944,464	693,420	187,698	881,118	11,825,582
NASSAU	27,243,029	19,812,625	554,754	66,356	3,250	20,436,985	20,436,985	918,060	434,600	1,352,660	21,789,645
NIAGARA CO	5,320,034	4,947,500	138,530	115,964	44,858	5,246,852	5,246,852	322,530	68,306	390,836	5,637,688
NORTH COUN	1,920,318	1,582,500	44,310	37,100	29,575	1,693,485	1,693,485	94,575	18,860	113,435	1,806,920
ONONDAGA	8,596,816	6,631,625	185,686	0	20,000	6,837,311	6,837,311	323,700	98,400	422,100	7,259,411
ORANGE COU	6,090,477	4,532,125	126,900	55,968	127,123	4,842,115	4,842,115	357,513	69,093	426,606	5,268,721
ROCKLAND	9,008,557	7,843,750	219,625	67,840	60,000	8,191,215	8,191,215	390,000	106,600	496,600	8,687,815
SCHENECTAD	2,932,396	2,625,000	0	37,100	30,000	2,692,100	2,692,100	184,587	43,927	228,514	2,920,614
SUFFOLK CO	18,292,991	15,781,625	441,886	106,000	82,000	16,411,511	16,411,511	435,006	237,497	672,503	17,084,013
SULLIVAN C	3,201,206	1,824,000	51,072	26,500	0	1,901,572	1,901,572	173,570	22,419	195,988	2,097,560
TOMPKINS-C	2,838,130	2,395,500	67,074	29,680	6,425	2,498,679	2,498,679	141,375	45,100	186,475	2,685,154
ULSTER COU	4,236,626	3,039,250	85,099	100,700	0	3,225,049	3,225,049	189,345	46,658	236,003	3,461,052
WESTCHESTE	10,485,598	7,003,750	0	38,372	73,644	7,115,766	7,115,766	347,451	108,306	455,757	7,571,523

J.M. Noblin, Chairman
07-May-86

APPENDIX C-4

CHANCELLOR'S TASK FORCE ON COMMUNITY COLLEGES
Committee On Funding (A)

Computation of State Operating Aid - Current Formula, amended to provide for "the GREATER OF" instead of "the LESSOR OF"

Based on 1985-86 Final Budget Requests

	NET OPERATING COSTS 0.40	AID PAYABLE FOR BASE AID @__ 900 1,250	AID PAYABLE MILLAGE AID @__ 900 35.00	AID PAYABLE DISADVANTAGED @__ 900 212.00	AID PAYABLE RENTAL COSTS @__ 900 0.50	TOTAL BASIC AID ALL CONDITIONS	TOTAL BASIC AID PAYABLE "MAX"	AID PAYABLE TECH/PROGM @__ 900 195.00	AID PAYABLE BUSINESS PROGM @__ 900 82.00	TOTAL SUPPL AID PAYABLE	TOTAL OPERATING AID PAYABLE
TOTALS	$202,484,730	$162,725,000	$3,868,220	$1,529,919	$1,324,051	$169,447,190	$203,635,830	$9,572,999	$2,696,086	$12,269,085	$215,904,915
ADIRONDACK	2,610,608	2,672,250	0	0	56,400	2,728,650	2,728,650	163,917	50,930	214,847	2,943,497
BROOME	6,238,102	6,170,500	172,774	41,128	30,000	6,414,402	6,414,402	366,015	100,860	466,875	6,881,277
CAYUGA COU	3,007,200	2,556,750	71,589	63,600	15,000	2,706,939	3,007,200	165,750	34,850	200,600	3,207,800
CLINTON	1,696,597	1,355,875	37,965	34,980	3,268	1,432,088	1,696,597	48,750	20,500	69,250	1,765,847
COLUMBIA-G	1,746,559	1,411,125	39,512	0	0	1,450,637	1,746,559	68,250	23,780	92,030	1,838,589
CC OF FING	3,627,187	2,871,375	80,399	37,100	45,384	3,034,258	3,627,187	196,950	45,100	242,050	3,869,237
CORNING	4,584,209	3,610,000	101,080	60,420	59,500	3,831,000	4,584,209	273,780	31,160	304,940	4,889,149
DUTCHESS	7,941,226	6,123,125	171,448	58,300	58,114	6,410,986	7,941,226	426,660	91,282	517,942	8,459,168
ERIE	11,775,452	12,273,000	0	254,400	20,000	12,547,400	12,547,400	721,500	155,800	877,300	13,424,700
FASHION IN	16,902,177	9,375,000	262,500	0	9,600	9,647,100	16,902,177	789,750	206,066	995,816	17,897,993
FULTON-MON	2,187,851	1,774,375	49,683	20,140	1,000	1,845,198	2,187,851	127,725	29,110	156,835	2,344,686
GENESEE	3,178,800	2,592,625	72,594	62,116	25,000	2,752,335	3,178,800	141,570	60,844	202,414	3,381,214
HERKIMER C	2,291,632	2,199,500	61,586	34,980	20,627	2,316,693	2,316,693	136,500	51,250	187,750	2,504,443
HUDSON VAL	8,979,614	7,613,750	213,185	0	221,500	8,048,435	8,979,614	565,500	110,700	676,200	9,655,814
JAMESTOWN	3,504,000	3,480,000	97,440	0	65,708	3,643,148	3,643,148	209,625	30,340	239,965	3,883,113
JEFFERSON	2,046,753	1,730,750	48,441	27,607	0	1,806,798	2,046,753	92,625	36,900	129,525	2,176,278
MOHAWK VAL	6,911,345	6,395,750	179,081	63,600	155,500	6,793,931	6,911,345	507,000	129,150	636,150	7,547,495
MONROE	12,929,760	10,500,000	294,000	89,888	60,576	10,944,464	12,929,760	693,420	187,698	881,118	13,810,878
NASSAU	27,243,029	19,812,625	554,754	66,356	3,250	20,436,985	27,243,029	918,060	434,600	1,352,660	28,595,689
NIAGARA CO	5,320,034	4,947,500	138,530	115,964	44,858	5,246,852	5,320,034	322,530	68,306	390,836	5,710,870
NORTH COUN	1,920,318	1,582,500	44,310	37,100	29,575	1,693,485	1,920,318	94,575	18,860	113,435	2,033,753
ONONDAGA	8,596,816	6,631,625	185,686	0	20,000	6,837,311	8,596,816	323,700	98,400	422,100	9,018,916
ORANGE COU	6,090,477	4,532,125	126,900	55,968	127,123	4,842,115	6,090,477	357,513	69,093	426,606	6,517,083
ROCKLAND	9,008,557	7,843,750	219,625	67,840	60,000	8,191,215	9,008,557	390,000	106,600	496,600	9,505,157
SCHENECTAD	2,932,396	2,625,000	0	37,100	30,000	2,692,100	2,932,396	184,587	43,927	228,514	3,160,911
SUFFOLK CO	18,292,991	15,781,625	441,886	106,000	82,000	16,411,511	18,292,991	435,006	237,497	672,503	18,965,494
SULLIVAN C	3,281,286	1,824,000	51,072	26,500	0	1,901,572	3,281,286	173,570	22,419	195,989	3,477,275
TOMPKINS-C	2,838,130	2,395,500	67,074	29,680	6,425	2,498,679	2,838,130	141,375	45,100	186,475	3,024,605
ULSTER COU	4,236,626	3,039,250	85,099	100,700	0	3,225,049	4,236,626	189,345	46,658	236,003	4,472,629
WESTCHESTE	10,485,598	7,003,750	0	38,372	73,644	7,115,766	10,485,598	347,451	108,306	455,757	10,941,355

J.B. Hankin, Chairman
07-May-86

APPENDIX C-5

CHANCELLOR'S TASK FORCE ON COMMUNITY COLLEGES
Committee On Funding (A)

Computation of State Operating Aid - Current Formula, amended by defining an FTE as a Student taking 12 Credit hours instead of 15

Based on 1985-86 Final Budget Requests

	40% NET OPERATING COSTS 0.40	AID PAYABLE FOR BASE AID @__ 000 1,250	AID PAYABLE MILLAGE AID @__ 000 35.00	AID PAYABLE DISADVANTAGED @__ 000 212.00	AID PAYABLE RENTAL COSTS @__ 000 0.50	TOTAL BASIC AID ALL CONDITIONS	TOTAL BASIC AID PAYABLE "MIN"	AID PAYABLE TECH/PROGM @__ 000 195.00	AID PAYABLE BUSINESS PROGM @__ 000 82.00	TOTAL SUPPL AID PAYABLE	TOTAL OPERATING AID PAYABLE
TOTALS	$202,884,730	$203,404,394	$5,695,329	$1,529,919	$1,324,051	$211,953,893	$193,270,764	$9,572,999	$2,696,086	$12,269,085	$205,539,849
ADIRONDACK	2,610,008	3,340,281	93,528	0	56,400	3,490,209	2,610,008	163,917	50,930	214,847	2,824,855
BROOME	6,238,102	7,713,109	215,967	41,128	30,000	8,000,204	6,238,102	366,015	100,860	466,875	6,704,977
CAYUGA COU	3,007,200	3,195,922	89,486	63,600	15,000	3,364,008	3,007,200	165,750	34,850	200,600	3,207,800
CLINTON	1,696,597	1,694,738	47,453	34,980	3,260	1,780,435	1,696,597	48,750	20,500	69,250	1,765,847
COLUMBIA-G	1,746,559	1,763,891	49,389	0	0	1,813,280	1,746,559	68,250	23,780	92,030	1,838,589
CC OF FING	3,627,187	3,589,250	100,499	37,100	45,384	3,772,233	3,627,187	196,950	45,100	242,050	3,869,237
CORNING	4,584,209	4,512,500	126,350	60,420	59,500	4,758,770	4,584,209	273,780	31,160	304,940	4,889,149
DUTCHESS	7,941,226	7,653,906	214,309	58,300	58,114	7,984,629	7,941,226	426,660	91,282	517,942	8,459,168
ERIE	11,775,452	15,341,297	429,556	254,400	20,000	16,045,253	11,775,452	721,500	155,800	877,300	12,652,752
FASHION IN	16,902,177	11,718,750	328,125	0	9,600	12,056,475	12,056,475	789,750	206,066	995,816	13,052,291
FULTON-MON	2,187,851	2,217,938	62,102	20,140	1,000	2,301,180	2,187,851	127,725	29,110	156,835	2,344,686
GENESEE	3,178,800	3,240,703	90,740	62,116	25,000	3,418,559	3,178,800	141,570	60,844	202,414	3,381,214
HERKIMER C	2,291,632	2,749,344	76,982	34,980	20,627	2,881,932	2,291,632	136,500	51,250	187,750	2,479,382
HUDSON VAL	8,979,614	9,515,953	266,447	0	221,500	10,003,900	8,979,614	565,500	110,700	676,200	9,655,814
JAMESTOWN	3,584,000	4,350,031	121,801	0	65,708	4,537,540	3,584,000	209,625	30,340	239,965	3,823,965
JEFFERSON	2,046,753	2,163,375	60,575	27,687	0	2,251,637	2,046,753	92,625	36,900	129,525	2,176,278
MOHAWK VAL	6,911,345	7,994,734	223,853	63,600	155,500	8,437,687	6,911,345	507,000	129,150	636,150	7,547,495
MONROE	12,929,760	13,125,000	367,500	89,888	60,576	13,642,964	12,929,760	693,420	187,698	881,118	13,810,878
NASSAU	27,243,029	24,765,828	693,443	66,356	3,250	25,528,877	25,528,877	918,060	434,600	1,352,660	26,881,537
NIAGARA CO	5,320,034	6,184,375	173,163	115,964	44,858	6,518,360	5,320,034	322,530	68,306	390,836	5,710,870
NORTH COUN	1,920,318	1,978,125	55,388	37,100	29,575	2,100,188	1,920,318	94,575	18,860	113,435	2,033,753
ONONDAGA	8,596,816	8,289,625	232,110	0	20,000	8,541,735	8,541,735	323,700	98,400	422,100	8,963,835
ORANGE COU	6,090,477	5,665,047	158,621	55,968	127,123	6,006,759	6,006,759	357,513	69,093	426,606	6,433,365
ROCKLAND	9,008,557	9,804,688	274,531	67,840	60,000	10,207,059	9,008,557	390,000	106,600	496,600	9,505,157
SCHENECTAD	2,932,396	3,281,250	91,875	37,100	30,000	3,440,225	2,932,396	184,587	43,927	228,514	3,160,911
SUFFOLK CO	18,292,991	19,726,984	552,356	106,000	82,000	20,467,340	18,292,991	435,006	237,497	672,503	18,965,494
SULLIVAN C	3,201,286	2,279,938	63,838	26,500	0	2,370,276	2,370,276	173,570	22,419	195,988	2,566,264
TOMPKINS-C	2,838,130	2,994,313	83,841	29,680	6,425	3,114,258	2,838,130	141,375	45,100	186,475	3,024,605
ULSTER COU	4,736,626	3,799,000	106,372	100,700	0	4,006,072	4,006,072	189,345	46,658	236,003	4,242,075
WESTCHESTE	10,485,598	8,754,703	245,132	38,372	73,644	9,111,851	9,111,851	347,451	108,306	455,757	9,567,607

J.H. Haskin, Chairman
07-May-86

APPENDIX C-6

CHANCELLOR'S TASK FORCE ON COMMUNITY COLLEGES
Committee On Funding (A)

Computation of State Operating Aid - Senator W.T. Smith - Proposal
Based on 1985-86 Final Budget Requests

	NET OPERATING COSTS	1985-86 BUDGETED STD REVENUE	1985-86 CALCULATED STD REVENUE @ MAXIMUM	STATE AID DUE /WITH BUDGT STD REV	STATE AID DUE /WITH MAX STD REV	1985-86 TOTAL CREDIT HRS FOR PT STDS	1985-86 AVG FALL & SPRING FT HEAD CT	1985-86 MAXIMUM STUDENT REVENUE COMPUTATION @57PT&1350FT
TOTALS	$506,211,826	$153,703,827	$186,134,762	$352,507,999	$320,077,064	1,273,810	84,095	$186,134,762
ADIRONDACK	6,525,020	2,175,000	2,911,983	4,350,020	3,613,037	17,669.0	1,411	2,911,983
BROOME	15,595,254	4,821,250	6,913,326	10,774,004	8,681,928	40,843.0	3,397	6,913,326
CAYUGA COU	7,518,000	2,210,000	2,643,930	5,308,000	4,874,070	15,015.0	1,325	2,643,930
CLINTON	4,241,492	1,175,070	1,693,755	3,066,422	2,547,737	11,940.0	751	1,693,755
COLUMBIA-G	4,366,397	1,278,550	1,603,350	3,087,847	2,763,047	13,800.0	605	1,603,350
CC OF FING	9,067,968	2,702,900	3,000,750	6,365,068	6,067,218	21,500.0	1,315	3,000,750
CORNING	11,460,522	3,593,434	3,797,034	7,867,088	7,663,488	20,087.0	1,965	3,797,034
DUTCHESS	19,853,064	5,710,224	6,973,443	14,142,840	12,879,621	55,149.0	2,837	6,973,443
ERIE	29,438,630	9,812,876	14,700,450	19,625,754	14,738,180	101,350.0	6,610	14,700,450
FASHION IN	42,255,443	8,058,510	10,769,490	34,196,933	31,485,953	98,820.0	3,805	10,769,490
FULTON-MON	5,469,627	1,342,233	1,861,530	4,127,394	3,608,097	10,040.0	955	1,861,530
GENESEE	7,947,000	2,409,001	3,014,607	5,537,999	4,932,393	19,126.0	1,426	3,014,607
HERKIMER C	5,729,080	1,597,960	2,251,740	4,131,120	3,477,340	6,145.0	1,409	2,251,740
HUDSON VAL	22,449,036	6,789,270	8,289,423	15,659,766	14,159,613	37,239.0	4,568	8,289,423
JAMESTOWN	8,960,000	2,772,000	3,666,960	6,188,000	5,293,040	22,080.0	1,704	3,666,960
JEFFERSON	5,116,883	1,692,520	1,943,700	3,424,363	3,173,183	9,350.0	1,045	1,943,700
MOHAWK VAL	17,278,362	5,760,000	6,878,067	11,518,362	10,400,295	32,681.0	3,715	6,878,067
MONROE	32,324,400	10,774,800	12,185,955	21,549,600	20,138,445	85,740.0	5,407	12,185,955
NASSAU	68,107,572	20,804,000	23,672,850	47,303,572	44,434,722	155,000.0	10,991	23,672,850
NIAGARA CO	13,300,085	3,968,629	5,935,056	9,331,456	7,365,029	37,583.0	2,810	5,935,056
NORTH COUN	4,800,795	1,260,730	1,838,904	3,540,065	2,961,891	12,947.0	816	1,838,904
ONONDAGA	21,492,041	7,075,713	7,420,950	14,416,328	14,071,091	55,350.0	3,160	7,420,950
ORANGE COU	15,226,192	4,596,761	5,418,549	10,629,431	9,807,643	47,007.0	2,029	5,418,549
ROCKLAND	22,521,392	8,547,131	9,383,550	13,974,261	13,137,842	65,150.0	4,200	9,383,550
SCHENECTAD	7,330,991	2,670,955	3,119,022	4,660,036	4,211,969	22,746.0	1,350	3,119,022
SUFFOLK CO	45,732,478	15,172,694	17,991,978	30,559,784	27,740,500	147,029.0	7,120	17,991,978
SULLIVAN C	8,203,216	1,935,165	2,027,853	6,268,051	6,175,363	6,279.0	1,237	2,027,853
TOMPKINS-C	7,095,325	2,502,916	2,842,350	4,592,409	4,252,975	17,750.0	1,356	2,842,350
ULSTER COU	10,591,565	2,972,655	3,358,370	7,618,910	7,233,195	24,304.3	1,462	3,358,370
WESTCHESTE	26,213,996	7,520,880	8,025,837	18,693,116	18,188,159	64,091.0	3,239	8,025,837

J.N. Hankin, Chairman
07-May-86

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